REPORT RESUMES

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A MASTER PLAN FOR HIGHER EDUCATION IN ILLINOIS AND THE ILLINOIS PUBLIC JUNIOR COLLEGE ACT. (TITLE SUPPLIED).
BY- GLENNY, LYMAN A.
ILLINOIS STATE BOARD OF HIGHER EDUC., SPRINGFIELD
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THIS MASTER PLAN FOR HIGHER EDUCATION IN ILLINOIS IS IN FOUR DOCUMENT--(1) THE ORIGINAL MASTER PLAN OF JULY 1964, (2) THE MASTER PLAN, PHASE II, PUBLISHED DECEMBER 1966, (3) THE TEXT OF THE ACT, APPROVED AUGUST 22, 1961, CREATING A BOARD OF HIGHER EDUCATION, AND (4) THE ILLINOIS PUBLIC JUNIOR COLLEGE ACT, REPRINTED FROM ILLINOIS REVISED STATUTES, 1967. THESE PUBLICATIONS COULD SERVE AS GUIDES TO THOSE DEVISING MASTER PLANS IN OTHER REGIONS. (HH)

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BOARD OF
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MASTER PLAN-
PHASE II

A MASTER PLAN-PHASE II

for higher education
in Illinois

extending
educational
opportunity

THE ILLINOIS BOARD OF HIGHER EDUCATION
December, 1966

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A MASTER PLAN
for higher education in Illinois

PHASE II - Extending Educational Opportunity

Board of Higher Education
300 East Monroe Street
Springfield, Illinois

December, 1966

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INTRODUCTION

THE ORIGINAL MASTER PLAN

Since its inception in 1961, the Board of Higher Education has placed primary emphasis on planning activities. Following the injunctions of its enabling statute, the Board launched a comprehensive study to point the directions of higher education development in Illinois to 1975 or later. From early 1962 until July 1964, the Board and its staff, together with scores of special advisors and voluntary groups, intensively worked on the Master Plan which was submitted to the 1965 General Assembly.

The overall objective of the Master Plan was to expand educational opportunity in Illinois to serve rapidly growing enrollments and do so in an efficient and economical fashion. It sought to achieve its objective through the preservation of diversity, promotion of flexibility and adaptability, and prudent financial determination of priorities.

As the Plan materialized, it proposed an extensive number of significant changes. Among them were:

- increased emphasis upon the development of commuter colleges and universities to serve students unable to leave home to attend college,
- provision of state subsidy sufficient to motivate local citizen groups to organize junior colleges which would meet certain qualitative standards,
- organization of a junior college board to coordinate the statewide development of two-year colleges,
- promotion of technical and semi-technical programs, primarily in junior colleges,
- renewed emphasis upon the development of graduate and research programs at the universities,
- broadened scope and funding of student aid programs,
- revision of the Higher Board's enabling act to change its membership and strengthen its powers, and
- studies of many unresolved problems of educational development.

This initial effort of the Board, published under the title of *A Master Plan for Higher Education in Illinois* in July, 1964, pointed in directions toward which the state has taken giant strides. The 74th General Assembly, upon receipt of the Plan, unanimously enacted twenty-seven bills to implement its recommendations. Most important was passage of the Public Junior College Act and the organization of the Illinois Junior College Board which is now coordinating the build-up of community colleges throughout the state. During its first year of operation, the board approved 23 Class I junior colleges with the prospect that ultimately 40 or more junior college districts will blanket the state.

Other changes have occurred as the result of the initial Master Plan Study. State scholarships have doubled in number to provide more opportunity for college attendance. A state guaranteed loan program was authorized and funded. The Chicago Teachers Colleges were transferred to the state for governance. The former Teachers College Board was given a new name. Membership on the Board of Higher Education was broadened by including the chairman of the Illinois Junior College Board and, at the same time, trimmed down by reducing institutional membership on the Board to governing board chairmen.

CONTINUING OBJECTIVES

Master planning is necessarily a continuous process. A large complex of social institutions is not easily moved. Indeed, resistances appear to compound with each proposed change. The net result is that revisions and modifications must be proposed and considered in a planned series of stages so that, step by step, progress can be sure-footed.

The initial Master Plan provided both thrust and direction to guide statewide higher education, but it necessarily left many perplexing questions and issues for later determination. No sooner were its recommendations accepted by the General Assembly in 1965 than the Board began discussion of the next planning phase. The Board focused on several policy questions which would continue initial efforts to provide widespread educational opportunity for the young people of the state. Such policy questions as the following were proposed:

1. How should commuter opportunities be expanded for college students seeking bachelor's and advanced degrees?
2. What factors should be considered in locating new degree granting institutions?
3. What planning of institutional size is necessary for the most efficient distribution of enrollments among the public universities?
4. What is the best arrangement, or optimum structure, for governing higher institutions in Illinois?
5. What is the most appropriate type of organization for coordinating higher education in the state?
6. If the present Board of Higher Education is retained, in what ways should its operations be improved?
7. What innovative and experimental programs should be considered for higher education instruction and/or services?
8. How can educational opportunities be extended through state scholarships and financial aids?
9. How can the student's freedom in choice of institutions be increased?

THE NEW STUDY

Shortly after the 74th legislative session, the Board of Higher Education launched into another intensive series of planning studies to search for answers to some of the aforementioned policy questions. To pursue this task, in the fall of 1965 it developed a design for the second phase of the Master Plan and organized five interinstitutional study committees, patterned after the effective organizational setup for the previous Master Plan.* The committees were designated as follows:

Committee L – Institutional Size and Capacity
Committee M -- Demography and Location
Committee N – Governing Structure
Committee O – Programs and Experimentation
Committee P – Scholarships and Financial Aids.

Each of these committees was provided a list of policy questions related to its area of inquiry and charged with responsibility for recommending policies which would resolve these problems. Each committee held from seven to eleven meetings from December 1965 to June 1966. The committees submitted findings and recommendations on June 1, 1966. These reports were then referred to three advisory committees, composed respectively of citizens, faculty, and college and university presidents, for review and recommendations. All of these reports—the five technical committee reports and the three advisory committee reports—together with staff recommendations were then submitted to the Board of Higher Education for consideration at its meeting of September 12-13, 1966.

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* All study committees of the Board are composed of experts drawn from both public and nonpublic colleges and universities plus a small number of lay persons with broad interests in higher education.

The Board directed that public hearings be held on the staff proposals for Phase II. Hearings were held in Normal on September 29, DeKalb on October 3, Chicago on October 5, Springfield on October 6, Edwardsville on October 10 and Urbana on October 11. One or more Board members were present at each hearing. A Board member presided at each hearing.

All told, 80 people testified at the hearings and, in addition, scores of letters were received endorsing all or certain parts as progressive changes in the Plan. The Board received almost universal plaudits at the hearings and in writing for its leadership in planning for higher education in Illinois.

As a result of the hearings, general correspondence, and conferences with the chief officers of many colleges and universities, the staff revised this document. The Board then reacted to the entire study at its meeting on December 5, 1966. Each of the recommendations was discussed and modified to meet Board endorsement. Finally, the Board approved all of the recommendations as they appear herein. The comments remain the sole responsibility of the staff, guided only by Board instructions to make such comments compatible with the tenor of the recommendations.

PHASE II PLAN

Highlights

Phase II of the Master Plan has certain major features that warrant emphasis:

1. It reemphasizes the Master Plan objective of extending educational opportunity in the urban areas of the state where the greatest number of students reside.
2. It recommends planning for additional senior commuter institutions which, to the extent feasible, would be developed to offer programs initially for junior, senior, and first-year graduate students. These institutions would complement the rapidly expanding junior college system and provide minimal competition to the nonpublic colleges and universities.
3. Concentrating future enrollments in commuter institutions is assisted by policies which stabilize lower-division enrollments after 1970 in the state residential institutions. Also, a minimum admission standard for these institutions is proposed.
4. Studies and experimentation are suggested to:
   - a. increase use and availability of library materials among all higher institutions,
   - b. extend graduate education for mid-career professional personnel,
   - c. provide for cooperative creating and sharing of instructional resources, and
   - d. focus efforts of urban schools, junior colleges, and universities on the education of disadvantaged youth.
5. The Plan calls for study of consolidation of state-supported student assistance programs in a central state scholarship agency and recommends increased funding of the present state scholarship program and a new student financial grants program based on need rather than scholarship.
6. It clarifies the powers of the Board of Higher Education in relation to statewide planning and administration of federal grant programs.

7. It proposes a more effective means of governing all existing and new campuses of public colleges and universities by grouping them by function under a system of governing boards.
8. It urges the creation of one new system, "The Board of Regency Universities", for the governance of developing liberal arts universities.
9. It proposes a study to develop plans for aiding junior college districts which meet Class I qualifications but have insufficient tax base to maintain a comprehensive junior college.
10. It estimates the capital construction and operations costs of state supported colleges and universities for the next three biennia in order to provide a basis for financial planning by the Governor and General Assembly.

CHAPTER 1

Extending Educational Opportunity Through Additional Institutions

A—Recommendations

NEW INSTITUTIONS

1. **In support of Master Plan policy to emphasize commuter institutions rather than residential colleges to accommodate future enrollments, the state begin in 1967 to plan for additional commuter colleges**
   - **a. to be located in the Chicago Metropolitan Area and**
   - **b. to be located in the Springfield Area.**
2. **To the extent feasible, new colleges authorized be developed to offer programs initially for junior, senior, and first-year graduate students, thus strengthening the role of junior colleges and lessening the impact of new public senior institutions on nonpublic colleges.**
3. **In planning for new institutions, the state not authorize any institution offering curriculums from freshmen level through the master's degree which does not show capability of achieving a total enrollment of at least 2,500 full-time-equivalent students at the end of the fourth year of operation and 5,000 at the end of the eighth year. The proportionate minimum standards for three-year institutions described in Recommendation #2 be 1,000 in the fourth year and 2,000 in the eighth.**
4. **The Legislature authorize and appropriate $5 million to be released by the Office of the Governor for planning and development purposes in relation to the new institutions proposed in Recommendation #1.**

The Board of Higher Education in cooperation with governing boards and other advisory groups would:

a. Study the effect each new institution would have on developing junior college programs and the impact on nonpublic institutions in areas of possible site location.

b. With further study, determine the general role and function of the institution most suited to serve the needs of the area in which it is located.
   1) Designate the levels of instruction to be offered by the institution in order to support its role and function.
   2) Indicate the general area in which the college is to be located.

c. Establish planned enrollment capacity for the first ten years of operation.

d. Assign governance and further development of the institution to an appropriate public university governing board.

e. Request the Governor to release funds to the designated governing board as needed for the particular campus.
   1) The governing board use the released funds for site purchase, for preliminary drawings of the over-all campus plan, and for drawings of the initial buildings to be constructed.
   2) Localities in which the new campuses are planned be encouraged to donate all or a substantial portion of the land for campus sites. The governing board designated will determine whether or not any land gift offered is appropriate for a campus site, and may accept such site with the approval of the Board of Higher Education.

ENROLLMENT POLICIES

5. All commuter, public senior institutions, those located or to be located in the large urban areas of the state, not provide or approve dormitories for unmarried undergraduate enrollees less than 21 years of age.

6. Effective for the Fall term 1967, and for other terms in the regular academic year 1969-70, only students ranking in the

upper half of their graduating classes through class standing or by scores on qualifying examinations, or both, be admitted as first-time entering freshmen to state senior colleges and universities. For experimental and special programs this policy may be waived by the institution's governing board to accept during the regular academic year new freshmen applicants of lesser qualification numbering up to ten per cent of the previous Fall term entering freshman class on that campus. Students entering one- and two-year vocational-technical programs offered by senior institutions may be subject to other appropriate standards for the programs offered.

a. The minimum standard recommended be met by a combination of 1) standing in high school class, 2) scores on qualifying examination or examinations.

b. If the number of applicants qualifying for admission is greater than can be accommodated, the institution raise admission requirements to limit enrollments to the number which can be accommodated.

7. In 1970-71, the lower-division enrollments of the presently established public senior institutions be stabilized so that thereafter no permanent additional enrollments (beyond the full-time-equivalent number enrolled in the Fall term of 1970) be permitted in the lower-divisions of these institutions, except that this policy be effective for Chicago Circle Campus, Edwardsville Campus and Illinois Teachers College-North and South at a later date to be determined by the Board of Higher Education.

B—Comment

URGENCY OF ACTION

Immediate planning for the expansion of educational opportunity in Illinois is imperative. The initial Master Plan efforts, set into motion by the 74th General Assembly in 1965, are beginning to meet some of the state's needs, especially for the first two years of college. The expanding junior college system and more scholarships provide new impetus for this level of student. These are essential first steps. The pressing need now is to provide those additional opportunities necessary to a balanced, comprehensive educational system.

Specifically, the number of senior public institutions, particularly those for commuter students at the upper-division and graduate level should be increased. The Master Plan asserted that, in order to equalize college opportunities, institutions should be within commuting distance, particularly of middle and low income students. Such institutions, by accommodating large numbers of students who would not otherwise be able to complete a college degree, contribute substantially to increased production of manpower and research in developing the state's economic and industrial potential. At the same time, the tax base of the state accelerates upward as these trained graduates take salaried positions much higher than possible without college training.

NEW INSTITUTIONS NEEDED

The Board of Higher Education believes that additional commuter institutions are needed in Illinois, particularly for locations in the Chicago Metropolitan area and the Springfield area. The type of such institutions and their specific locations are questions which remain for further study. The current suggestion is that, whenever feasible, some of these institutions be developed initially as three-year colleges, offering programs for juniors, seniors and first-year graduate students. This type of institution would attract transfer students from junior colleges, in the immediate area, thus effecting a close and complementary relationship with the two-year institutions. A further advantage of the three-year institution is that it offers minimal competition with nonpublic colleges and universities wherein upper-division students represent only 40 per cent of the undergraduate enrollments.

In some localities, other types of institutions may be more functional. Planning studies are necessary to determine the specific types of programs and levels of instruction needed. Therefore, the Board will conduct planning studies to make these determinations prior to recommending the establishment of each new institution.

Immediate planning is required to realize a new campus within five or six years. With legislative authorization in 1967, the planning for program, site and construction plans could be completed by 1969 and initial construction started by 1970. Thus, with timely development, the doors of new institutions could be opened in the Fall of 1971 or 1972. With good fortune, the instructional programs would be fully developed in time to meet the needs of transfer students from the rapidly expanding junior college system. By 1980, the junior colleges are estimated to enroll 274,000 students. A substantial per cent of these will transfer to senior level colleges. The proportion of second-year junior college students in the suburban area of Chicago and downstate transferring to four-year institutions ranges from 24 per cent to 74 per cent.* In the City of Chicago the rate is somewhat lower for second-year students but is higher for first-year students than in the suburbs and downstate. Because the same economic and social forces which attract students to junior colleges also motivate their choices of senior institutions, they generally enter low-cost commuter colleges in order to continue living at home. It is obvious, therefore, that action must begin immediately and proceed rapidly to prepare for these thousands of additional students.

ENROLLMENTS

Evidence of need for a more fully developed system of educational institutions in Illinois is abundant.

Number of College-Age Youth

The state and the nation confront a marked increase in the college-age population. The Bureau of the Census recently reported:

> "Important shifts in the age structure of the national population are expected in the future as a result of past trends in birth rates. Between now and 1985, the most rapidly growing groups are expected to be those of college-age (18 to 24) and those in the young adulthood (25 to 34)." [1]

The same report estimates that the Illinois population, 18 to 21 years inclusive, will increase to 872,000 by 1980, or 151 per cent of the number in 1965. Moreover, the expanded population of young persons from 1965 to 1980 will produce more offspring than ever before, and these, in turn, will grow into the ever-expanding college-age population from 1983 until the turn of the century.

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* Data taken from a survey of transfer students in 1965-66 conducted by the staff of the Illinois Junior College Board. The range cited herein excludes one institution with a drastically atypical transfer pattern.

[1] U.S. Department of Commerce, Bureau of Census, Population Estimates: Illustrative Projections of the Population of States: 1970-1985, series p. 25, #326, Feb. 7, 1966.

Increased College-going Rate

College enrollments are increasing much more rapidly than the college-age population. In other words, college enrollments will continue to rise even in the unlikely event that the number of college-age youth were to become static. For example, from 1950 to 1960, college-age youth in Illinois increased only 2¼ per cent while enrollments increased 39 per cent. No end, but rather an acceleration, is seen throughout the country in the trend for a much greater proportion of youth to attend college. Four important reasons were recently cited by the Senate Committee on Labor for the increase in the college-going rate. The Committee used the report of enrollment projections made by the College Entrance Examination Board for its assessment. The Committee reported that:

a. In 1970 students will, on the average, remain in higher education 2 years longer than they did in 1960.
b. The number of women in colleges will be equal to the number of men instead of the 70-30 ratio of 1960.
c. Graduate enrollments will double by 1971.
d. Families will send a higher percentage of their children to college.

Many other factors support the trend toward college-going such as the new G.I. Bill, the growing liberalization of government loan and scholarship programs, the greater accessibility of education through junior colleges, the social pressures and economic rewards which motivate more persons to enroll in college, and the increasing economic capability of society to educate its youth.

Illinois Enrollments to 1980

The result of the increased numbers of youth and a rising college enrollment rate is that degree-credit enrollments will increase from 305,000 in Illinois institutions in 1965 to at least 681,000 in 1980.

These projections made by Committee M are extremely conservative, especially after 1971. The Committee was able to speculate

Year	Total Students	College-going Rate
1960 actual	200,000	41.5
1965 actual	305,000	52.8
1970	472,000	66.6
1975	596,000	73.1
1980	681,000	78.1

on the major factors affecting enrollment projections to 1971, but thereafter it resorted to a conservative enrollment rate of only one-third of the rate estimated for 1966 to 1971. If the Committee had projected enrollments after 1971 at two-thirds the rate of 1966 to 1971, degree-credit enrollments in the state would be 755,000 in 1980 rather than 681,000. Suffice it to say, however, that even the conservative estimate of 681,000 is 123 per cent increase over the 1965 enrollments.

LACK OF EDUCATIONAL OPPORTUNITY

Deficiency in Growth

Illinois is not keeping pace with the nation or other large states in enrollment increases.

1. In rate of enrollment expansion in the period 1962-65 Illinois higher education increased by 32.6 per cent while the national rate was 41.9 per cent.
   Deficiency was 9.3 per cent.
2. Public institutions in Illinois increased by 46.4 per cent in the period 1962-65 while the national rate of increase for public institutions was 54.0 per cent.
   Deficiency was 7.6 per cent.
3. Nonpublic institutions in Illinois increased enrollments by 17.4 per cent in the period 1962-65. The increase for nonpublic institutions nationally was 22.2 per cent for the same period.
   Deficiency was 4.8 per cent.

   Hence enrollment increases in nonpublic institutions in Illinois, while lower than the national rate for 1962-65, kept a better relative position to the national trend than did the public institutions.

4. Among the seven largest states the Illinois rate of total enrollment increase in the period 1962-65 was lowest, as indicated in the following data:

States and Increases

California	57.2%
New York	48.4%
Michigan	48.2%
Ohio	37.6%
Texas	36.0%
Pennsylvania	34.2%
Illinois	32.6%

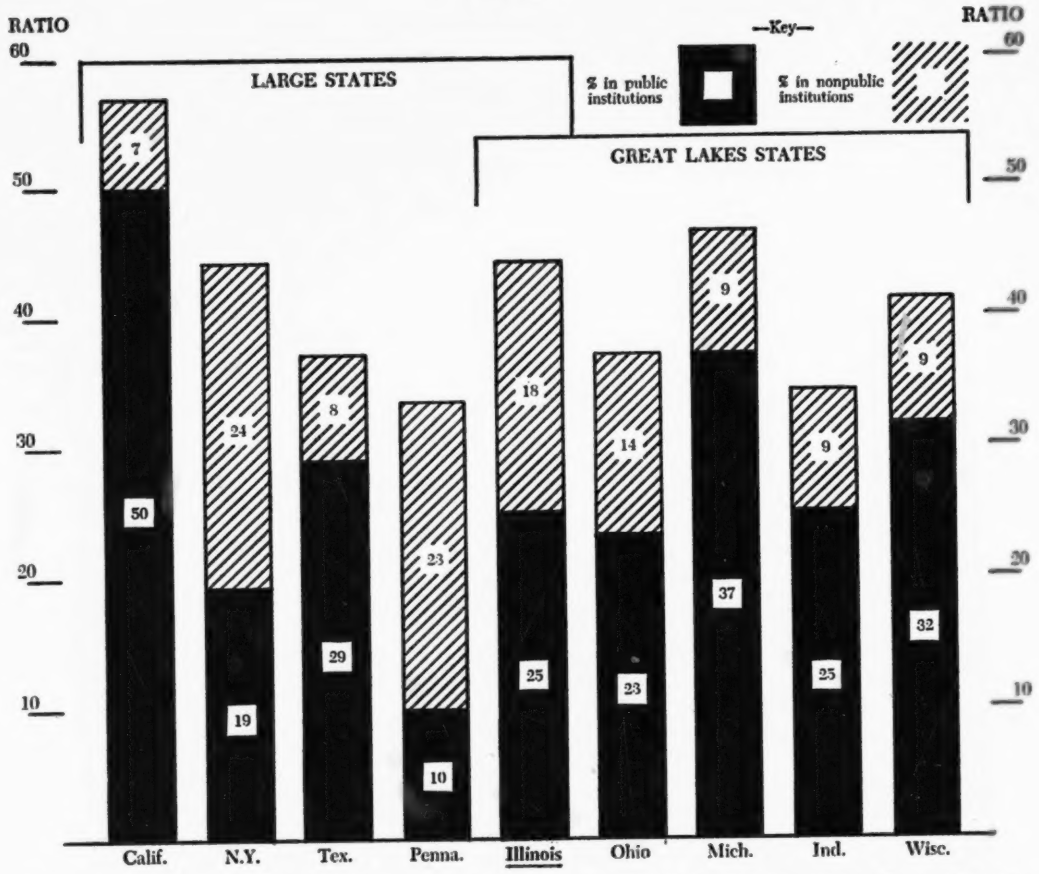
5. Illinois ranked fifth among all states in 18-21 year old population in 1965, but the college-going rate of 18-21 year olds in Illinois (50.63 per cent) ranked 18th among the states.

Student Exodus from Illinois

One in five students now leaves the state for higher education. In 1958, 39,781 students with Illinois residence attended institutions outside the state. In 1963, the number had increased to 56,925, or 22 per cent, of the native Illinois students. (Only 20,796 students from other states came to Illinois, creating a net loss of over 36,000 students.) The fact that 49,000 of the migrating students (86 per cent) enrolled in undergraduate institutions reflects upon the less than optimal availability of appropriate educational facilities in the state. Of the 49,000 undergraduate migrants, 30,434 chose a private college outside Illinois rather than a college in the state. Many migrants attending public institutions were required to pay out-of-state tuition of sufficient amount to have entered a nonpublic institution in Illinois.

The size of the effort within the State of Illinois to accommodate native students, those residing legally within the state, is shown in Figure 1. It may be noted in this figure that the public institutions in Illinois (universities, colleges, junior colleges) provide education for about 25 per cent of the age-group population. This rate is equaled or exceeded by the other Great Lakes States, except Ohio. (It is doubled by California.) On the other hand, the nonpublic institutions in Illinois enroll 18 per cent of the native students, which is

FIGURE 1
Ratio of Native Students at All In-state Institutions to Age Group (18-21) Population
1965



double the rate accommodated by most of the Great Lakes States and exceeded only by a few eastern states such as New York and Pennsylvania.

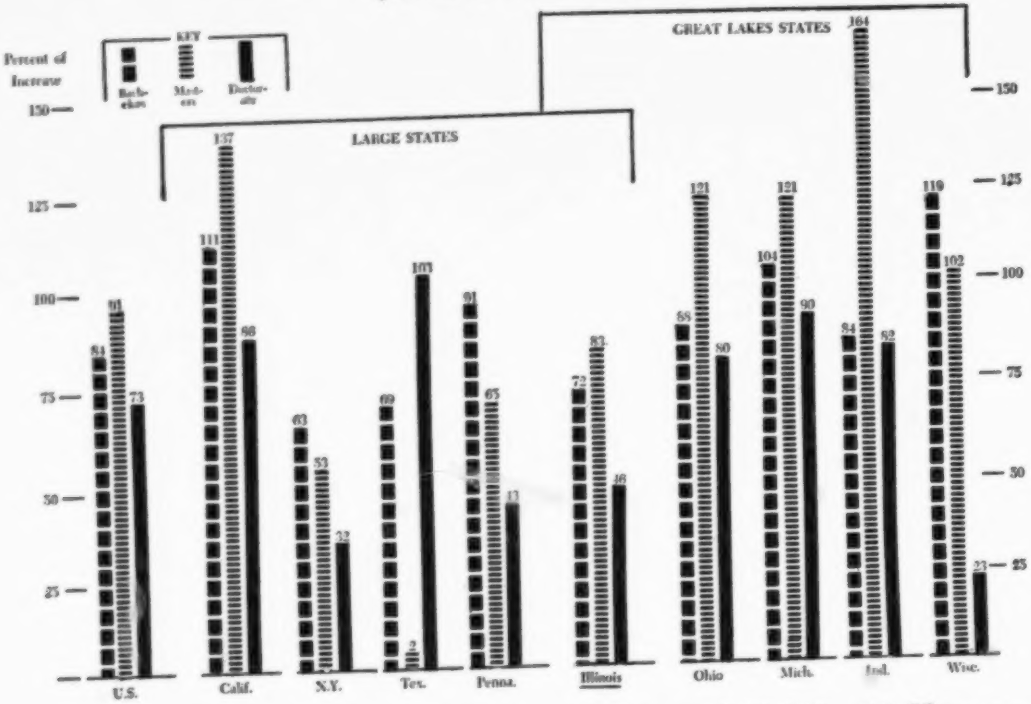
NEED FOR GRADUATE EDUCATION

Technological advancements have created an almost insatiable need for highly skilled professional and scientific workers. Hence, enrollments in graduate schools are now increasing at an even more rapid rate than undergraduate enrollments. Illinois has lagged substantially in the production of graduate degrees in comparison with national increases.

Figure 2 shows the comparative growth rates for the past ten years of degrees (bachelor's, master's and doctorates) in Illinois and other comparable or neighboring states.

FIGURE 2

Increased Per Cent of Degrees Awarded in Selected States (1964 over 1954)



The U.S. Senate Committee on Labor and Public Welfare recently predicted graduate needs for the nation:

> "Increasingly, colleges, vocational and technical schools, business, and industry are requiring their professional employees to have some postgraduate education. Ten years ago, there were about 240,000 students enrolled in graduate school; last September, there were 570,000. By 1971, it is expected that there will be almost 1.1 million students in graduate schools across the country." *

To keep pace with this extraordinary growth in Illinois the number and size of graduate programs, especially at the master's degree level, must be increased immediately. Expansion of existing programs can meet only part of the need. New programs in new institutions must be encouraged and supported. It is the master's level which produces the first professional degree for business, teaching and public service. The new junior colleges are creating an acute shortage of teachers and the deficiencies at the elementary

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* Higher Education Amendments of 1966, Report No. 1677, October 5, 1966.

and secondary levels have serious implications for quality education throughout the state. The Illinois Education Association reports that the shortage of teachers in Fall 1966 is the greatest in years. The Office of the Superintendent of Public Instruction indicates that, with 81 per cent of the districts reporting, 1,744 teaching positions in Illinois were not filled at the opening of school in September. The City of Chicago alone reports 618 unfilled positions.

The public colleges and universities now produce the majority of all elementary and secondary teachers in the state, 25 per cent more than the nonpublic institutions in 1965.

The Board has already approved a comprehensive study to be undertaken in 1967 of graduate needs beyond the master's degree, at advanced graduate and professional levels. In the meantime, the Board will continue its vigilance in preventing the proliferation of high-cost and highly-specialized advanced programs. The Commission of Scholars, recommended in the 1964 Master Plan to review such programs, is now established and effectively advising the Board.

JUNIOR COLLEGE EXPANSION

The rapid expansion of the junior colleges in Illinois will undoubtedly accommodate larger proportions of students enrolled in public institutions in the future. Currently 35.4 per cent of the enrollees in public institutions in Illinois attend junior colleges. It is predicted this proportion will increase to nearly 58 per cent by 1980.

An argument presented against additional senior public colleges is that enrollments for the developing junior college system cannot be accurately assessed. One purpose of statewide planning is to prevent serious shortages of spaces for residents of Illinois. We cannot wait for the space crisis to become critical before we initiate action which requires four or five additional years to open new institutions.

The junior colleges, by Committee M projections, are to enroll 274,000 students by 1980, or 4½ times the number enrolled in 1965-66. Only under the most fortuitous of circumstances, including the full funding of all their construction and operational costs, will the junior colleges be able to take care of that projected number of students. The increase in numbers, if it becomes a reality in

TABLE I

Projections of Students Enrolled in Public Institutions Who Attend Junior Colleges and Senior Colleges *

Year	All Public	Junior Colleges	Per Cent	State Univ. and Coll.	Per Cent
1963	129,000	44,000	34.1	85,000	65.9
1965	175,000	62,000	35.4	113,000	64.6
1970	295,000	131,000	44.4	164,000	55.6
1975	397,000	210,000	52.9	187,000	47.1
1980	473,000	274,000	57.9	199,000	42.1

* Data extracted from Master Plan Committee M—Demography and Location.

such a short time, is greater than for any higher educational system in the United States. Moreover, the needs of the thousands of new students at upper-division and graduate levels cannot be cared for by two-year colleges.

EXPANSION OF NONPUBLIC COLLEGES AND UNIVERSITIES

The partnership of the nonpublic with public institutions in attempting to accommodate new enrollments is essential. However, it is doubtful that the nonpublic institutions can accommodate the proportion of students now projected for them, much less relieve the public institutions of any part of their load.

In the past, they have not enrolled the proportion of students predicted for them in the Master Plan. Nevertheless, Committee M

TABLE II

Percentage Distribution of Degree-Credit Enrollments Between Public and Nonpublic Institutions of Higher Education in the State of Illinois.*

Year	Public	% of Total	Nonpublic	% of Total	Total Students
1960	99,000	49.4	101,000	50.6	200,000
1965	175,000	57.2	131,000	42.8	305,000
1970	295,000	62.4	177,000	37.6	472,000
1975	397,000	66.6	199,000	33.4	596,000
1980	473,000	69.4	208,000	30.6	681,000

* Data extracted from Master Plan Committee M—Demography and Location.

relies more heavily on the nonpublic colleges to enroll students than did Committee A.[2]

Several factors tend to limit the extent to which nonpublic institutions can assume such an overwhelming responsibility.

a. The student bodies of a great many nonpublic institutions are composed mostly of adherents to a particular religious denomination. Fifty of the nonpublic colleges in Illinois are church-related.
b. High tuition rates create a financial barrier for the vast majority of students.
c. Some institutions with national reputations limit Illinois enrollments in the interest of serving more cosmopolitan student bodies.
d. Many of the smaller institutions wish to limit size in order to maintain their distinctive character of program and instruction.

Student Spaces Available

A study[3] conducted by the Board staff and the Technical Advisory Committee on Physical Facilities has just been completed. The study 1) assesses the physical capacity of each college and university in the state to enroll students through the year 1974, 2) provides information on existing and projected enrollment ceilings, and 3) obtains estimates of expenditures for capital construction. A significant feature of the study is its request to the institutional officers to estimate future enrollment capacity only in light of the physical capacity of buildings, assuming availability of sufficient faculty members and student housing. In other words, the survey was pointed directly at the capability of the existing and planned buildings to accommodate students, both daytime and evening. Other factors which might place limits on full use of the student capacity available were not to be considered. (The instructions to the officers also required that the decision to establish enrollment ceilings be an educational policy decision based on a desirable enrollment size—not one determined by any limiting factors other than building capacity).

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[2] Master Plan Committee A in 1962 predicted the nonpublic institutions would enroll 45.1 per cent of all students in 1965, but the institutions actually enrolled only 42.8 per cent of them.

[3] *Survey of Enrollment Ceilings, Building Plans and Enrollment Capacities, Fall, 1965*, Board of Higher Education, November 1966.

The results of the study, based on responses from institutions representing 87 per cent of nonpublic college enrollments, reveal the following student capacities for day and evening students adjusted for non-respondents:

Year	Building Capacity	Committee M Projection of Need
1968	149,597	171,000
1971	163,343	182,000
1974	172,527	197,000

By 1974 the nonpublic institutions will fail to provide spaces for approximately 25,000 students now projected for them. Further, by that time, 26 nonpublic institutions intend to establish enrollment ceilings for full time students and 15 for part-time students.

The institutions which intend to have enrollment ceilings also plan to spend $82 million of the $204 million estimated capital expenditures by all nonpublic institutions for buildings[4] to be opened from 1965 through 1969. If one adds to the $82 million the $36 million of the University of Chicago, which plans expansion but not of Illinois undergraduate enrollments, the total is $118 million. All told, $118 million of the $204 million, or 58 per cent of the total is to be expended by institutions which, as a matter of educational policy, now have or will have enrollment ceilings by 1974. All the remaining nonpublic colleges plan only $86 million expansion.

The conclusion derived is that nonpublic institutions intend to expand about 63 per cent as rapidly as required to enroll the projected students to 1974, and that, if provision is to be made to compensate for the deficiency in nonpublic institutional capacity, it must be provided through other institutions.

Awareness of the data from the capacity study has led some leaders of the nonpublic institutions to argue that if they were assured of substantially greater amounts of state scholarship funds, they would be inclined to build additional capacity. There is no evidence now that they will do so. To the contrary, the applications from nonpublic institutions for federal construction funds dropped from 19, for projects totalling $29.7 million, in the Fall of 1964 to 15, for projects totalling only $21.9 million, in the Fall of 1966. Only two nonpublic institutions which applied for federal funds in fiscal year 1966 failed to receive a grant. For 1967 funding, not enough applications have been received to use all federal funds available. (In New York in 1965-66, 18 applications, totalling in excess of $13 million, were not funded for reason of oversubscription of that state's federal allocation. In 1966, at the first application date for the fiscal year, nine applications from nonpublic institutions totalling $4.5 million were not funded for the same reason.)

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[4] By definition these planned facilities exclude dormitories and student unions.

Requests by Illinois nonpublic institutions for federal construction grants in 1967 show a decline at the very time when the state had doubled its state scholarship program from $5 to $10 million and established a guaranteed loan program which, with federal funds, provides $14 million in loans to students. If this additional $19 million dollars in financial aid has had no recognizable effect on nonpublic college construction plans, it seems highly unlikely that a substantial addition to that amount will do so. The New York experience indicates this conclusion to be valid.

The New York Experience

New York offers the largest student financial aid program in the country. Currently the state provides $70 million annually for student scholarships and grant programs and $66 million for loans. Despite the $136 million outlay each year, the nonpublic institutions, many of which are nationally renowned, are projected to enroll only 50,000 more students by 1980. (The Illinois projection for nonpublic institutions for the same period is 77,000.)

In 1960 nonpublic college enrollments in New York constituted 63 per cent of the state total. By 1966, these colleges enrolled only 53.3 per cent, and are projected to have only 39.0 per cent in 1980.[5] Despite the tremendous sums poured into student aid programs in New York, the nonpublic institutions share of enrollments is diminishing more rapidly than in Illinois. To meet new enrollment needs, New York has committed $1½ billion to building expansion of the public colleges and universities: one billion dollars for state institutions and a half billion dollars to the city universities of New York. The state is building four senior level institutions and has taken over the University of Buffalo (formerly a private institution) for which it has developed substantial expansion plans. It is apparent from the New York experience that the most effective means of extending educational opportunity is by building public institutions. There is no better way.

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[5] Office of Planning, New York State Education Department, *Actual and Projected Enrollment in New York State Institutions of Higher Education*, August 1966.

National Picture

Official New York projections to 1980 indicate that the senior public institutions will expand twice as rapidly as the nonpublic ones. The projection parallels the national trend. Nationally in 1965 the nonpublic institutions enrolled 34 per cent of all students. By 1975 the proportion is expected to drop to 25 per cent and in 1980 to about 20 per cent. Thus, the annual shift from the nonpublic proportion toward the public is 1 per cent.

In Illinois, Phase II projections indicate that the proportion for nonpublic will be 42.8 per cent in 1965 and 30.6 per cent in 1980, somewhat more favorable than the national predictions. However, the data previously cited on future capacities would indicate that in reality Illinois trends may be very similar to those for New York and for the nation.

Strengthening the Nonpublic Role

The evidence showing limited facilities capacity should not diminish efforts to strengthen the role of the nonpublic institutions. The Board of Higher Education has consistently held high the value of a strong nonpublic system. The General Assembly in 1965 approved the Board's Master Plan recommendations for doubling the State Scholarship Program from $5 to $10 million and for establishing a State Guarantee Loan Program.

Since the Master Plan was adopted by the Board, enrollments in the nonpublic segment have increased by 13,000 students and several new institutions have been formed. The enrollments of the nonpublic institutions as a group have set new records each year. Not a single nonpublic college has closed its doors nor does it seem likely that any will.

Expansion of some colleges has been slower than others for a variety of reasons pertaining to location, quality or specialization of program, accreditation status, church affiliation, enrollment ceilings and finance. Those which have been willing to expand have done so. At least 17 of the liberal arts colleges and universities have expanded by more than 20 per cent in the last two years. There is absolutely no evidence that the nonpublic colleges are being weakened or that their "decimation" is just around the corner as some of the nonpublic educators believe. These same individuals also assert that substantial state financial support in the form of student grants or loans will save taxpayers money. Only through tortured reasoning could that conclusion be reached. The nonpublic colleges as a group will not be able to handle all students now projected for them. Giving a student a scholarship, even if it pays full tuition costs, will not increase the capacity of the particular nonpublic college which he may choose to attend. With few exceptions, the student will merely displace another student who would have attended anyway.

Advantages of Financial Aids

Despite the fact that no savings to the taxpayers through financial aid to students can be expected, such significant advantages will accrue to the students and to the nonpublic institutions that added expenditure from state general revenue will be a sound investment because:

1. A student receiving a grant will have a freer choice of institution, one most appropriate for providing the educational program desired.
2. A state grant used by the student may offset possible institutional funds reserved to aid that particular student, thus allowing the institution to serve several other worthwhile purposes with the funds thus saved. For example,
    a. More top Illinois students now leaving the state may be encouraged to remain in Illinois.
    b. More high quality students from out-of-state may be attracted to Illinois institutions and perhaps subsequently stay in Illinois.
3. The institutions will be able to refuse admittance to low quality but financially able students in favor of better students having state grants.

4. Any possible unused capacity in the nonpublic institutions would be used.

In summary, the following conclusions may be drawn from the discussion:

1. Nonpublic institutions report that they will have the building capacity to enroll only 63 per cent of the increased number of students now projected for them to 1974.
2. Institutions which expect to spend 58 per cent of all estimated nonpublic college construction funds plan to have enrollment ceilings by 1974.
3. Few nonpublic institutions are applying for federal grants for construction despite an increase of some $19 million in state and federal student financial aid funds in the past two years.
4. Additional financial aid to students will not increase the number of students in nonpublic institutions since their building capacity will be more than filled without that aid. An aided student will merely displace a student already planning to enroll.
5. Additional financial aid funds for students will not save the state taxpayers general revenue funds. Rather, it will increase the tax burden by whatever amounts are expended on such programs.
6. Despite this additional tax burden, the state as a matter of educational policy would be wise to increase funds for student financial aid which will allow greater choice of institution by students receiving aid, strengthen the quality of nonpublic education, and attract more able students into nonpublic institutions.

Discussion and recommendations concerning proposed state scholarship and financial aid programs and organization are contained in Chapter 3 of this document.

LOCATION OF NEW COLLEGES

The Master Plan recognized that the major problem in accommodating the large enrollments of the future is the location of the public universities in downstate communities rather than in the centers of urban population where the vast majority of youth reside. At present, 88 per cent of the students attending the downstate public universities must live away from home. Of all students enrolled in the public university and college system, only one-fourth attend public campuses in the East St. Louis and Chicago Metropolitan Areas where 76 per cent of the college-age youth will live in 1980.

Colleges for the Chicago Metropolitan Area

Most of the problems inherent in the poor location of public institutions in respect to population are exemplified in the Chicago Area.

The Chicago Metropolitan Area consists of six counties, contains 3,714 square miles of land and 38 square miles of water. It is currently occupied by 6.6 million people, with a predicted growth to 9.3 million persons by 1990. This area produced 80 per cent of the population growth for the entire state from 1960 to 1965, most of it in suburban towns.

For several reasons the Chicago area is in great need of additional public senior college opportunities. First, two-thirds of all the state's population, college-age group, and students will live in the Chicago Metropolitan Area by 1980. Explicitly, of 681,000 predicted enrollees in the state, 458,400 are projected to live in the Chicago area. Many of these students will attend junior colleges, others will go to the downstate universities and still others will go out-of-state; but most of this number will not be able to finance a college education and live away from home at the same time. Presently only three campuses are available in the entire area to accommodate the large number of enrollees predicted for the public senior institutions.

The general locations of additional Chicago area colleges should be determined on the basis of population trends, highway accessibility, public transportation potential, and the location of existing colleges and universities. Further, locations should be strategically planned to permit effective expansion of the higher education system at such future time as may be required.

Committee M on Demography and Location suggested general locations in the Chicago Metropolitan Area which appeared most appropriate for new colleges. The planning office, City of Chicago, and the Northeast Planning Commission furnished a great deal of planning material in relation to population, transportation, economics, social and industrial potential for all parts of the metropolitan area. These documents and the experienced judgment of the agencies' members who served on Master Plan Committee M were very helpful. The Faculty Advisory Committee recommended locations a few miles closer to the city, and the Citizens Advisory Committee recommended only the two suburban colleges for early development.

Although the guidelines for locating new institutions as proposed by Committee M and the two advisory committees appear to be reasonable, additional criteria must be considered in selecting sites. Further planning and study, with particular reference to the potential impact of new three-year colleges on existing nonpublic institutions, as well as their capability of attracting transfer students from surrounding two-year colleges, will determine the most desirable final site locations.

College for Springfield

Committee M and both the Citizens and Faculty Advisory Committees recommended a state college in the Springfield area. The staff supports the idea. Such action is proposed for the following reasons: (a) the area has potential enrollments sufficient to exceed the minimum requirements recommended in this report, (b) there are no senior colleges or universities within a 25 mile radius, (c) a senior institution would be an effective aid in recruiting, as well as training, professional personnel for the large governmental complex in Springfield. One of its most important functions would be in-service training for government, service and industrial employees.

Committee M suggested that the institution might be located east of the city not too distant from Interstate 55 in order that it better serve students commuting from south of Lincoln and west of Decatur.

Plans of local school districts around Springfield to create a new comprehensive junior college are well along. This college and several others in the area will probably be established before a new state institution could be planned and built. Therefore, it would appear both expedient and economical for the state to commence an upper-division and graduate institution to operate in a close complementary relationship with both the public and the nonpublic junior colleges. It may be desirable for the two public institutions in or near Springfield to be located near each other for possible joint use of facilities.

Additional Future Locations

Committee M recommended present and future additional campuses and proposed general locations. The Citizens Advisory Committee and the Faculty Advisory Committee each recommended a second phase of expansion and additional future locations. The staff will continue to assess the need for additional campuses. Studies of need and the effect of new campuses, especially in such metropolitan areas as Chicago, Rockford, Peoria, and the Quad-Cities, will be considered as enrollment projections are validated and the impact of new institutions is ascertained.

POLICIES FOR COMMUTER INSTITUTIONS

Currently, four state colleges and universities serve commuting students in the two large urban areas of the state. Since additional institutions are recommended in this report, policies are needed to assure a commuting role for some institutions, at least in respect to attendance by undergraduates.

The Board recommends that no residence halls be available for unmarried undergraduate students of less than 21 years of age. The Board does not support Master Plan Committee L proposal that 20 per cent of the undergraduate student body be housed in dormitories in order to encourage a more cosmopolitan college and prevent parochialism. Considering the high mobility of urban populations and the rate of in-migration to the city areas, it would seem unlikely that resident students could improve on the existing heterogeneity of urban college youth. Moreover, (1) the high cost of land dictates the conservation of available campus space for instructional rather than residential buildings, (2) auxiliary services for residential students inflate operational costs above those for commuting students, and (3) these institutions are initiated to serve primarily local populations rather than attract students from other regions served by established higher institutions, both public and nonpublic.

A commuting student is defined here as one who lives in his legal residence or with his immediate family while attending college. Restrictive policies in terms of dormitory residence are limited only to unmarried undergraduates of less than 21 years of age, for it is assumed that more mature students can establish residence wherever they live.

ADMISSION STANDARDS AND ENROLLMENT CEILINGS

The original Master Plan recommended that the Board be given authority to establish minimum admission standards for the state colleges and universities. The General Assembly granted this authority. The Board now recommends that the standard of admission for freshmen students which was suggested in the Master Plan in a slightly different form be made mandatory (See Recommendation #6). Most campuses in the state system are already observing the recommended standard for the Fall term. In the interests of limiting freshmen enrollees to those who have an excellent chance of completing a four-year degree, the policy should be extended to the other terms of the regular academic year.

Because the Illinois junior college system is developing very rapidly, enabling it to accommodate most lower-division students in the public segment of higher education, the Board also recommends that lower-division enrollments be leveled off in most public senior institutions by 1970-71. This policy will allow the colleges and universities to pursue the objective of placing greater emphasis upon upper-division and graduate work in which they may excel and allow the junior colleges and nonpublic institutions to educate the bulk of the freshmen and sophomores. The policy will thus strengthen the role of both the nonpublic colleges and the junior colleges.

Any student not admitted initially to a state university or college may transfer to these institutions under the conditions established by Recommendations #6 and #7 of the original Master Plan. Thus no student will be denied opportunity to complete a degree at his highest level of achievement and the several types of institutions in the state will be performing primarily those tasks for which they are best suited.

The staff of the Board will continue study of enrollment ceilings and admission standards and will recommend such modifications of policy as will best promote overall Master Plan goals.

CHAPTER 2

Extending Educational Opportunity Through Programs and Experimentation

A—Recommendations

EXTENDING LIBRARY RESOURCES

8. An extensive study be undertaken to recommend efficient and economical development of library resources for state higher institutions. Such a study should explore the following:
   - a. extending accessibility to library collections through electronic devices and other means,
   - b. cooperative arrangements for sharing library services and facilities on a state or regional basis by all collegiate institutions, public and nonpublic,
   - c. planning for the development of libraries in newly established two-year and senior institutions,
   - d. future financial requirements for the development of library resources among state-supported higher institutions.

A GRADUATE CENTER

9. An experimental project be planned to test the feasibility of establishing a graduate center in the Quad-cities area (Moline, East Moline, Rock Island, and Davenport).
   - a. A study committee be appointed with representatives from the Quad-cities Technical Advisory Council, the universities currently offering graduate instruction in the area, and other personnel agreed upon by the Illinois Board of Higher Education and the Iowa State Board of Regents.

b. Funds from private sources (industry and/or foundations) be solicited to plan this interstate project.

c. A consultant competent in graduate education be employed to pursue the study.

d. The project would determine:
    1) The extent of local resources—library materials, classrooms, instructors, etc.—necessary to establish a graduate center.
    2) Effective means for augmenting these resources to produce quality graduate programs leading to Master's degrees in fields of greatest demands.
    3) The formulation of policy involving cooperative arrangements in administering the center.
    4) The feasibility of continued financing and sources of funds to operate the center.

INSTRUCTIONAL RESOURCES CONSORTIUM

10. An interinstitutional study group be appointed by the Board to plan a pilot consortium for creating and disseminating instructional resources.
    a. The consortium would be organized as follows:
        1) It would be a voluntary association of public and nonpublic institutions in a given region of the state.
        2) Its overall objective would be to stimulate innovative teaching and stretch instructional resources through cooperative action.
        3) Its functions would be to mobilize mutual assistance from cooperating institutions in planning, constructing, testing and disseminating instructional materials; in exchanging, demonstrating, and evaluating new and creative instructional ideas.
    b. The study team would plan the location and physical setting for the consortium's center, outline its basic operating procedures and policies, align potential membership, propose initial projects, and estimate financial requirements.
    c. The Board of Higher Education would approve employment of a competent staff assistant to assist the study group in its planning tasks.

INNER-CITY EDUCATIONAL COUNCILS

11. An Inner-city Educational Council be organized, both in Chicago and in East St. Louis, to plan and coordinate guidance and training programs for the disadvantaged youth who may benefit from post-high school education.

- **a. The Council be composed of representatives from high schools, junior and senior colleges, and universities in the area who would work closely with city, state, and federal programs for the disadvantaged.**
- **b. The Council recommend policies and programs which seek to**
  - **— identify disadvantaged students,**
  - **— guide and motivate these students to seek post-high school education,**
  - **— provide remedial or basic skill courses, occupational curricula, and general education,**
  - **— help the students find financial aid necessary to sustain them while continuing their education,**
  - **— achieve adequate numbers of trained professional personnel to work in these special programs,**
  - **— foster experimentation on the problems of educating the disadvantaged.**
- **c. The Council seek a broad base of funding from all governmental and educational agencies involved to underwrite its program.**

B—Comment

The challenge of extending educational opportunity can be met in part through more efficient utilization of present resources. Increased instructional productivity, for example, may be achieved through new technological developments and through cooperative arrangements among the institutions. Many of the innovations proposed by Committee O, Programs and Experimentation, lie in the future. Only a few proposals which require both study and experimentation can be advanced here. All require bold and imaginative planning as a first step toward their realization.

EXTENDING LIBRARY RESOURCES

Burgeoning enrollments and the explosion of knowledge have compounded to create an acute problem in amassing adequate library collections. The state has already poured a heavy investment into its college and university libraries, particularly in building the University of Illinois collection of over 4 million volumes and the Southern Illinois University library of nearly 1 million volumes. The holdings of all other public senior higher institutions total more than one million volumes, but this number must increase dramatically to keep pace with the explosion of knowledge, the increased number of students, and the library needs of new junior colleges and senior institutions. In 1965-66, for example, the state universities expended more than $7 million to operate their libraries.

Easily accessible books and periodicals are necessary for undergraduate instruction, as well as some graduate programs. However, the heavy library resources required to support highly specialized graduate and research programs are increasingly difficult and expensive to acquire. These circumstances challenge the library community to find ways of pooling resources and increasing utilization of their collections and services.

Many suggestions have been made, some old and some new, to accomplish this task. By means of new electronic equipment, it may be possible to establish a network throughout the state for rapid retrieval and transmission of material from one library to another. The liberalization of visiting scholar privileges, the use of state university libraries by junior college and nonpublic college students and other arrangements to unify and centralize some library services may be feasible. In any event, a thorough study of possibilities for advancement in this area is required.

The Board of Higher Education proposes that a Master Plan Study Committee be established, composed of both professional librarians and other university personnel, to guide and implement this study. If funds are made available for this purpose, consultants will be hired to undertake the highly technical and specialized phases of the study. The project should be consummated and its proposals ready for review by the Summer of 1968, prior to the construction of new senior institutions in the state.

GRADUATE CENTERS

In the populous and, particularly, the industrial areas of the state a large number of professional workers are in need of graduate education to keep abreast of technological advancements. Mid-career training is needed particularly in the fields of engineering, behavioral science, research, business management and public administration. Commonly such training is provided by universities, but some areas of the state are too distant from established institutions to commute to them. The alternative of taking leave from a position for resident enrollment at a university is often not feasible because of pressures from family and job responsibilities.

The extension divisions of universities currently provide some courses for on-the-job personnel but do not offer the full range of education to complete advanced degrees which professional workers want and frequently find neecssary for job promotions. Somehow, the challenge of mid-career education must be met by departure from the traditional forms of on-campus education. If universities are to remain in the main stream of scientific and industrial development, then new creative forms of educational marketing must be devised to upgrade the mature professional who is embedded in his community and job.

Developments have occurred in the Quad-cities (Moline, East Moline, Rock Island, and Davenport) area which illustrate the point. Some 600 manufacturing concerns are located within a 40 mile radius of this complex, as well as major installations of the U.S. Army. A sample of 456 of the estimated 1,300 engineers and scientists in this area revealed that 40 per cent of those with bachelor's degrees would work on advanced degrees in engineering or science if local programs were available. Both the University of Iowa and the University of Illinois have provided extension courses in recent years for this area, with a January, 1966, offering of about 26 graduate level courses for 746 students. Much more needs to be done, however, to make it possible for these students to achieve advanced degrees.

The Quad-cities Technical Advisory Council, a nonprofit corporation, has been organized to pursue the advancement of education in this locality. Some of the larger industrial firms in the vicinity are willing to place their libraries and other facilities at the disposal of the Council to foster graduate education. The extent of local interest and demand suggests many potentialities stemming from the developing partnership between the cooperating universities on the one hand and the industrial and governmental organizations on the other hand for establishment of a resident graduate center. The situation is fraught with problems of quality control over higher degrees as well as financial barriers.

A feasibility study is suggested to determine the necessary requirements for establishing a graduate center. Such a study would probe local resources and recommend means for achieving adequate library, laboratory, and classroom facilities; the use of permanent and rotating staff; the feasibility of augmenting instruction by linking with the universities through television, telelecture, or other means; the formulation of administrative policy to safeguard the quality of education provided, and the financing of the project through state, local and/or other funds.

The feasibility study of a graduate center in the Quad-cities area is proposed as a pilot project because this locality offers the possibility of local support through heightened interest. At the same time it presents the challenge of educational programming at a substantial distance from the parent institutions. If the pilot project is successful, it may be applied in other industrial communities, such as Rockford, which have shown interest in localizing graduate education.

REGIONAL CENTERS FOR INSTRUCTIONAL RESOURCES

The rapid growth of higher institutions, particularly in the junior college sector, presents a prodigious task of finding faculties to sustain the instructional programs. Educators are searching avidly for means of stretching instructional resources. Automated and programmed instruction, independent study, educational television, telelectures, team teaching, and other innovations have been introduced to increase instructional effectiveness and meet the impending faculty shortages. This rising instructional technology points to significant improvements which can be widely utilized for the advancement of education.

One means of creating and utilizing these costly innovative ideas is to share the expense of their creation by many institutions. For this purpose, consortia could be organized in various regions of the state, composed of both public and nonpublic institutions willing to offer mutual assistance in providing and sharing instructional resources.

Some of the possible functions to be undertaken by a regional consortium are:

- construction of courses and course materials,
- arrangements for pretesting and evaluating new courses,
- experimentation in programmed instruction and automated learning,
- demonstrations of innovative teaching methodology,
- creation of instructional units for distribution via educational television,
- development of consultative, research, and evaluative services for improved instruction,
- in-service and pre-service training of college teachers,
- clearing house for the exchange of instructional materials and ideas.

The participation of institutions in a regional consortium would be voluntary and on a project by project basis. Nonpublic as well as public senior institutions and junior colleges would be invited to participate. The only obligation is the responsibility of actively contributing to the manpower requirements of the projects. The participating institutions would be responsible for creating common projects of mutual interest and in pooling resources to yield useful outcomes.

It is proposed that a single consortium, preferably in the Chicago area, be planned as a pilot project. Initial plans would call for a small staff at this center and space for workshops, demonstrations, and the storage and maintenance of instructional materials. These facilities could best be housed within a higher institution on a contractual basis, commencing on a small scale.

It is recommended that a planning study be launched to determine the appropriateness of these ideas, the extent of interest among potential participants, the exact location and requirements of physical facilities, staff needs and manpower procurement for both permanent and revolving staff, the types of projects to be undertaken, and the financial requirements as well as source of funds for this undertaking.

EDUCATION OF THE DISADVANTAGED

In urban centers such as the City of Chicago and East St. Louis, large numbers of youth are deprived of higher education because their cultural backgrounds predispose them to either poor public school education or lack of motivation to pursue post-high school training. Many of these youth have the intellectual capabilities to profit by further education. The mere existence of available institutions is insufficient. Rather, an extensive and well organized program of (a) identification, (b) guidance, (c) remedial programs, (d) specially tailored curricula, and (e) student financial aid programs are all necessary to develop these youth into productive and economically self-sufficient citizens.

Higher education is only one facet of the problem, but nevertheless an important one. Institutions must be prepared to take the inadmissible student and motivate him through either a terminal or transfer program suitable for his abilities. This type of training is most likely to materialize in the community colleges. Universities, however, can also play a part by training instructional faculty, counselors, and other personnel competent to staff these institutions. Experimental programs to prepare teachers and counselors to work with the underprivileged are already underway, but much more needs to be done.

It is recommended that an Inner-city Educational Council be created in urban areas with joint membership of representatives from the high schools, community colleges, and senior institutions. The Council would work closely with the Office of Economic Opportunity, the Department of Employment Security, and industrial organizations. The purpose of the Council would be to marshall and coordinate educational resources and programs from the three types of institutions to assist in the continuing education of high school drop-outs, potential drop-outs, and other prospective students who would ordinarily be inadmissible to college programs. The Council would function as an advisory, rather than administrative, body to promote voluntary cooperation in an urban area. Board of Higher Education involvement in such Councils will be limited to providing initial organizational stimulus.

By recommending policies to coordinate programs for the disadvantaged at the three levels of schooling, the Council would help formulate a continuity of programming now lacking. Further, the potential duplication of poverty programs and other governmental programs for this segment of the young adult population would be reduced. Most important, however, is the possible salvage of human resources as good potential for the job market rather than the welfare or penitentiary rolls.

The financing of local programs might well stem from a partnership of the community and the state with federal funds. University research in training manpower and devising experimental programs to meet the needs of the underprivileged and culturally deprived segments of society may be accomplished through the matching of state and federal funds in the Cooperative Research Program.

CHAPTER 3

Extending Educational Opportunity Through Student Financial Aid

A—Recommendations

A PROPOSED GRANT PROGRAM

12. Beginning in the academic year, 1967-68, the Illinois State Scholarship Commission be authorized to supervise and adopt rules and regulations for administering a pilot program of student aid in which grants are awarded upon the basis of student financial need rather than high scholastic ability. This experimental program, formulated along lines proposed by Committee P, would have the following characteristics:
    - a. Financial awards be limited to applicants with financial need as determined by the type of analysis currently employed by the College Scholarship Service and the Illinois State Scholarship Commission. Need be defined as the difference between the established residential cost or the commuter cost of attending each institution and the amount the parents can contribute to the educational cost plus an expectation from the student's earnings.
    - b. Awards be limited to fulltime students with financial need attending recognized Illinois nonprofit post-secondary educational institutions.
    - c. Awards be limited to students who are eligible for admission to the institution and who, following admission, are eligible to continue.
    - d. The awards be limited to six calendar years dating from the first award, the completion of a baccalaureate degree, or 8 semesters or 12 quarters of enrollment, whichever is earlier.

e. The amount of the financial awards be a portion of the total financial need (as defined in 12. a.) after all non-repayable grants and scholarships have been deducted.

f. Individual grants be a minimum of $100 and a maximum of $1,000, but in any case not to exceed tuition and fees for the academic year.

g. Awards be announced as early as possible.

DEVELOPMENT OF A PLAN

13. During the 1967-69 biennium, the Illinois State Scholarship Commission in cooperation with the Board of Higher Education undertake joint studies leading to a plan for the development of a central unified and coordinated state student aid program. This plan would be presented to the Seventy-sixth Legislature for enactment in 1969. Studies necessary for developing the plan must work through the complications of transferring current state aid programs to centralized administration by the Illinois State Scholarship Commission and must assess the impact of the planned program on many interrelated elements of higher education in the state.

    a. In terms of the problem of forging current programs into a centrally coordinated and administered system, the study would determine the following:

        (1) Which of the current statewide scholarship programs should be continued under present jurisdictions and which should be transferred to the Illinois State Scholarship Commission for continued administration or for incorporation into the general scholarship program?

        (2) In the light of experience in operating both the state scholarship programs and the proposed grant program (Recommendation #12), how can these be coordinated and developed into a productive general student aid program best suited for the needs of the state?

    b. In terms of crystallizing and evaluating a feasible plan for the development of a general statewide student aid program, the study would determine the following:

(1) How would the program alter existing policies of nonpublic institutions in attracting and supporting students, particularly the question of meeting student needs before or after other non-repayable grants and scholarships?

(2) How would the program affect college attendance patterns among the various types of institutions?

(3) What would be the impact of the program upon the personal financing patterns of various types of students—those from various income levels, commuter and residential students, those employed, those who borrow, etc.?

(4) What part of the student's educational costs should the state subsidize? dormitory expenses? commuting expenses?

(5) What is the financial impact of the program on the state, both for the long term as well as for the immediate future?

FUNDING

14. The funding of student aid programs administered by the Illinois State Scholarship Commission during the next biennium be as follows:

a. The present funding of Illinois state scholarships be extended to $14,000,000 for the biennium.

b. An additional $6,000,000 be appropriated for the grants program identified in Recommendation #12.

c. Increased administrative costs be granted the Illinois State Scholarship Commission compatible with the added responsibility of programs to be administered.

B—Comment

BROADENING THE STUDENT AID PROGRAM

There is a growing clamor from the public, as well as the academic community, for a large augmentation of student aid programs in the state. The present state scholarship program, which has grown from $600,000 for the 1957-59 biennium to $10,000,000 during the

1965-67 biennium, is considered insufficient. Few causes are deemed by the public as more worthy of governmental largess than student aid programs.

As indicated in Chapter 1, however, the staff feels that the present scholarship program has some weaknesses as a means of extending educational opportunity. Although this worthwhile program permits some students a freer choice of institution and tends to improve the quality of student body among nonpublic institutions, it fails to extend educational opportunity to many students who could not otherwise have received financial aid and has little effect on the capacity of institutions to accommodate larger numbers of students.

Concentration of Current Funding

In the past, approximately 83 per cent of the state scholarship fund has gone to the nonpublic colleges, which enrolled about 37 per cent of the total scholarship winners. The various amounts of state scholarship funds received by the nonpublic institutions in Illinois appear in Table III.

Currently about $5,000,000 will be used at 58 nonpublic institutions for state scholarships this year. A dozen institutions, each receiving over $100,000 of state scholarship funds this year, will receive 70 per cent of the state scholarship funding.

Some alternate forms of student aid, as well as the traditional scholarship program, are needed to cope with modern conditions. A changing technology, social climate and economy require far more post-high school education for our population. College attendance is more universal and no longer the prerogative of only the scholastically gifted student entering the professions but also of the housewife, the technician, and the semi-skilled worker. Increasingly the state needs to spread its investments over a broader spectrum of potential manpower for our growing economy.

Also, as motivation to attend college becomes greater and as society becomes more affluent, students are better able to earn or borrow funds to attend college. Student aid funds need to be diverted from those who are able to finance their own collegiate education to those who find the financial barrier insurmountable. Even so, low income students should not be relieved of the effort of providing some support for themselves.

TABLE III

ILLINOIS STATE SCHOLARSHIP PAYMENTS TO THE NONPUBLIC COLLEGES AND UNIVERSITIES IN ILLINOIS

(Programmed for September 1966 to June 1967)

Institution	Regular Scholarship Program	Upperclass Award Program	Total Funds
Aero-Space Institute	$ 600	$ —	$ 600
American Cons. of Music	600	—	600
Art Institute of Chicago	3,578	19,602	23,180
Augustana College	145,250	29,600	174,850
Aurora College	15,100	8,000	23,100
Barat College—Sacred Heart	12,200	13,600	25,800
Blackburn College	43,100	11,700	54,800
Bradley University	205,900	71,150	277,050
Central YMCA Jr. College	—	3,210	3,210
Columbia College	750	1,710	2,460
Concordia Teachers College	10,440	3,640	14,080
DePaul University	158,446	62,676	221,122
Elmhurst College	30,750	28,050	58,800
Eureka College	18,500	20,000	38,500
George Williams College	1,998	13,338	15,336
Greenville College	18,030	17,800	35,830
Illinois College	63,300	20,250	83,550
Ill. Inst. of Technology	349,800	39,500	389,300
Illinois Wesleyan Univ.	153,300	35,550	188,850
Judson College	2,598	4,746	7,344
Kendall College	3,000	12,600	15,600
Knox College	276,200	28,425	304,625
Lake Forest College	33,273	15,285	48,558
Lewis College	17,370	22,860	40,230
Lincoln College	850	—	850
Loyola Univ.	423,050	88,300	511,350
MacMurray College	241,050	23,000	264,050
McKendree College	4,470	13,065	17,535
Millikin Univ.	97,650	25,550	123,200
Monmouth College	73,341	19,482	92,823
Monticello College	1,000	—	1,000
Mundelein College	127,497	33,069	160,566
National Col. of Education	4,995	16,185	21,180
North Central College	54,000	24,150	78,150
North Park College	33,624	15,735	49,359
Northwestern Univ.	509,499	47,508	557,007
Olivet Nazarene College	10,150	10,800	20,950
Parks Col. Aero. Tech.	9,040	5,010	14,050
Pestalozzi Froebel Teachers	—	5,880	5,880
The Principia	6,993	2,199	9,192
Quincy College	52,000	23,650	75,650
Robert Morris Jr. Col.	—	2,220	2,220
Rockford College	31,150	19,300	50,450
Roosevelt Univ.	29,450	53,600	83,050
Rosary College	59,400	17,100	76,500
St. Bede College	300	1,100	1,400
St. Dominic College	4,950	8,250	13,200
St. Francis College	12,600	11,400	24,000
St. Mary of the Lake Sem.	34,650	19,450	54,100
St. Procopius College	44,460	16,950	61,410
St. Xavier College	65,850	15,600	81,450
Shimer College	23,100	9,000	32,100
Springfield Jr. Col.	8,850	6,150	15,000
Trinity Christian Col.	6,594	6,492	13,086
Trinity College	4,740	4,370	9,110
Univ. of Chicago	310,419	25,875	336,294
Vandercook Col. of Music	450	4,100	4,550
Wheaton College	76,700	15,600	92,300
	$3,926,955	$1,073,432	$5,000,387

An imaginative program which meets some of these objectives was proposed by Master Plan Committee P. Departing from the traditional policies and practices of the current scholarship program, Committee P's proposal would grant awards to students solely on the basis of financial need. The Committee envisioned these awards as supplemental assistance to pay about half of the student's expenses remaining after receipt of assistance from all other sources. The awards would thus help a needy student overcome financial barriers to college attendance, if the student is willing to work or borrow in order to pay the remaining part of his unmet needs.

The Committee P proposal, using financial need rather than scholastic ability as the primary criteria for granting awards, would effect far-reaching changes in the current pattern of student assistance. The probable impact of this program upon the state, the institutions, and the students cannot be surmised entirely at this time.

Favorable reaction toward a broadly conceived grant program has been received from the academic community. The Committee on Cooperation of the Illinois Conference on Higher Education formulated the following resolution which was adopted by the conference on November 4, 1966.

> "The Committee advocates greatly increased funding of financial aid in the form of grants to Illinois students who qualify (a) by admissibility to approved Illinois institutions of higher education and (b) by financial need identified by standards currently employed by the Illinois State Scholarship Commission. This would provide wider freedom of choice of college to Illinois students. It would also be a most economical way of making higher education opportunities available to larger numbers of college-age youth."

A PROPOSED GRANT PROGRAM

As indicated in Recommendation #12, a new grant program to be initiated as a pilot project during the 1967-69 biennium is proposed as a means of extending educational opportunity in the state. The newly proposed program attempts to assess the practicality of Committee P's recommendations. However, rather than commit the state to precipitous action by abolishing the present program based upon scholastic ability in favor of a greatly expanded program based upon financial need, the recommendation here proposes a transisitional period of further evaluation. It does not in any way depreciate the value of the plan advanced by Committee P. In fact, Recommendation #12 is largely an embodiment of the Committee P design, which can be evaluated and tested for its feasibility and consequences. The concurrent operation of two types of students aids—scholarships and grants—during the next biennium should render a practical experience for determining the most efficient forms of student aid in the future.

The characteristics of the proposed grant program are similar to the specifications outlined by Committee P, with only a few exceptions. One departure is to reduce the maximum amount of the grant from $1,250, as recommended by Committee P, to $1,000 and raise the minimum grant from $90 to $100. The maximum limit of $1,000 is parallel in this respect to the present scholarship awards, thus reducing one element of competition between the two programs.

Another departure is to leave unspecified at this time the portion of the student's total financial need to be subsidized by the state, as opposed to the portion to be paid by borrowing or work. Committee P designated 50 per cent as the appropriate split. It is proposed here, however, that the Illinois State Scholarship Commission set a uniform percentage of state support after further study. A 50 per cent split may be an appropriate initial policy; but after some experience with the new program, perhaps a different division would be desired in order to multiply the number of awards or to increase the amount of individual subsidy. In any event, it is recommended the policy be flexible, thus permitting the Commission to find the most effective distribution of student aid funds.

The new grant program, as proposed herein, is similar to the college initiated upper-class awards now administered by the Illinois State Scholarship Commission. These awards are given on the basis of need rather than ability. The proposed program would extend awards to students at all levels of undergraduate instruction, with a monetary limitation per award. Under these conditions, the current program of upper-class awards should be phased into the proposed grants program. The Scholarship Commission would prorate available grant opportunities to the institutions, which, in turn, would recommend potentially needy students who wished to enter or continue education at that particular institution. The Scholarship

Commission would be responsible for establishing policies which would help the institutions achieve some semblance of uniformity in carrying out their responsibilities in the program.

A PLAN FOR COORDINATION

The pilot project recommended herein is conceived as a transitional measure to meet the financial needs of Illinois students in the 1967-69 biennium. Committee P identified some of the inherent difficulties in our present patterns of student aid. The Committee found that there were 26,478 awards presented to Illinois students in the 1964-65 Fall term. These awards were analyzed as follows:

- 59 per cent were restricted to those who declared their intention to teach.
- 81 per cent were given without regard to financial need.
- 21 per cent were given without regard to either financial need or ability.
- 97 per cent were limited in amount to payment of tuition or tuition and certain needs.
- Administration of awards was distributed widely among various agencies.
- The awards varied considerably in requirements, application procedures and maximum amount paid.
- No single source of information about the total number or value of all the programs was available until the survey conducted by Master Plan Committee P.

One of the pressing needs in state administration of student aid, widely recognized in many quarters, was the lack of centralization in administration. The State of Illinois now supports 18 different scholarship and grant-in-aid programs. Totally, these awards cost the state about $12,000,000 annually. Although they assist thousands of youth, they affect only a very small percentage of more than 300,000 students now enrolled in Illinois institutions. Student financial aid programs supported by state funds are as follows:

Teacher education (4 years)
Teacher education (2 years)
Teacher education (for adults)
Special education—teacher
General education development

Scholarships to veterans
County
General Assembly
Illinois State Scholarship—regular
Illinois State Scholarship—upperclass
Children of Veterans
Vocational Rehabilitation
Mental Health—nurses
Mental Health—social work, psychology, special education
Public Aid
Children and Family Services
Special education grant
Governing boards of state-supported institutions.

These programs are administered by ten different state agencies or divisions. There is little coordination between the programs. Some youth qualify for several of these aid programs; many youth qualify for none. The programs have originated separately to serve various purposes: relief for acute shortages of professional personnel, aid for the needy, honor for the gifted, help for the handicapped, reward for service to the country, and even awards as a mild form of political patronage.

In an extensive poll of high school and college representatives conducted by Committee P, a substantial concensus was expressed towards achieving greater coordination and centralization in the administration of financial aid programs. A central state scholarship agency should be authorized to coordinate and administer state supported student aids. Such an agency could bring order out of the current chaotic arrangement in which neither the state nor the student is quite sure of the total scholarship potentialities. This central agency could orient counselors and teachers, provide information to students and the public, and advise the Board of Higher Education and the General Assembly concerning the status of student financial aid. Also, the agency could serve as a central clearing house to screen initial applications in terms of evidence of student need, resident status, and other factors necessary to qualify for awards. A single source of clearance in Illinois during this era of multiple applications would be much more economical and timesaving than the present arrangement.

V

The Illinois State Scholarship Commission appears to be best qualified to serve as the state's central agency to supervise and coordinate the state supported programs. The Commission now administers approximately half the state funds utilized for student aid, its members represent citizens-at-large rather than any particular state department, its interests are directed toward all students rather than any particular type of student, and its experience in collecting data and administering programs is extensive.

Committee P recommended the abolition of all state supported scholarship programs, except the grants currently administered by the State Department of Mental Health and by the Division of Vocational Rehabilitation, as well as tuition waivers authorized by governing boards of the public universities, in favor of a general state financial assistance program. Although the objectives of such a move are defensible, the complexities involved in this far-sweeping change are very formidable. Particularly, considerable study is necessary to formulate a plan for a single large integrated system of student aid. Such a plan should be compatible with the objectives of the Master Plan. It should be administered by the institutions. It should preserve, within reasonable limits, freedom for student choice of institution. It should be economically feasible for the state to support.

It is proposed, therefore, that the Illinois State Scholarship Commission with the cooperation of the Illinois Board of Higher Education undertake joint studies during the 1967-69 biennium in order to ready such a plan for consideration by the Seventy-sixth General Assembly. Such a study would describe a proposed general student aid program and outline its major policies, as well as suggest a step by step procedure for its implementation during the 1969-71 biennium. It would indicate which of the current student aid programs should be exempted from consolidation with the general program. Upon the basis of experience this biennium with the pilot project of administering grants as well as scholarships, such a study could indicate the extent to which financial need and/or scholastic ability should be used as criteria for awards to be given in the proposed general aid program. Moreover, it may derive a basis for indicating as realistically as possible the significance of a general program upon the enrollment patterns, student needs, and state's financial ability. Above all, it would be hoped that the proposed plan developed from these studies would yield an efficient and economical program which will extend maximal aid to students throughout the state.

CHAPTER 4

Accommodating Future Growth Through Governing Structure

A—Recommendations

JUNIOR COLLEGE SYSTEMS

15. **Coordinated planning of adult, technical and occupational education in Illinois be continued and strengthened through the interagency organization which brings together executive officers of the Illinois Junior College Board, the Board of Vocational Education and Rehabilitation, the Office of the Superintendent of Public Instruction, and the Board of Higher Education.**

16. **The Board of Higher Education continue to encourage higher education groups, particularly the Illinois Junior College Board and the Committee on Cooperation of the Illinois Conference on Higher Education, to develop organizational machinery and policies to stimulate closer articulation between junior colleges and the senior institutions in the state.**

GOVERNANCE OF HIGHER EDUCATION

17. **A new governing board to be known as the "Board of Regency Universities" be authorized and created, and Northern Illinois University at DeKalb and Illinois State University at Normal be transferred from the jurisdiction of the Board of Governors of State Colleges and Universities to that of the Board of Regency Universities.**
    a. **The Board be composed of nine members appointed by the Governor for six-year overlapping terms, and the Superintendent of Public Instruction ex officio.**
    b. **The Board exercise the legal powers and functions of a**

governing board, similar to those of the Board of Governors of State Colleges and Universities, over institutions assigned to its jurisdiction.

c. The relationship of the Board to the Illinois Board of Higher Education be the same as that of the existing governing boards of the several state universities under present statute.

18. All public-supported post-high school institutions in Illinois be governed and/or coordinated within the jurisdiction of five systems of higher education as follows:
The University of Illinois System
The Southern Illinois University System
The Regency Universities System
The State Colleges and Universities System
The Illinois Junior College System.

PLANNING AND GOVERNANCE OF NEW COLLEGES

19. The Board of Higher Education assign to one of the governing boards each newly authorized state college or university campus for planning, development and governance.

20. Each new senior state college or university campus from its inception be organized as an educationally autonomous institution with its own executive officer, subject to the control of its governing board and to the coordination powers of the Board of Higher Education as provided by law.

ILLINOIS BOARD OF HIGHER EDUCATION

21. The General Assembly authorize the Board:
    a. To accept and expend funds obtained by gifts and grants from foundations and other sources for purposes of conducting studies in support of statewide master planning for higher education.
    b. To receive and disburse funds to the colleges and universities in the state in support of federal and state programs for which the Board is officially designated as the administering agency.

22. In order to coordinate federal programs with the Illinois Master Plan for Higher Education, the Illinois Board of

Higher Education be considered the principal state agency to administer such programs which:

- **a. call for an administering agency broadly representative of institutions of higher education,**
- **b. require a state plan or other inter-collegiate coordination, and**
- **c. are related to activities appropriate to legal functions of the Board.**

23. For planning, budget and program coordination within the increasingly complex higher education community, the Board of Higher Education initiate a unified computer-based data reporting system, integrated to the extent possible with the newly planned U. S. Office of Education data collection system.

24. The Board of Higher Education have added to its membership the Chairman of the proposed Board of Regency Universities and two members as citizens-at-large appointed by the Governor, by and with the advice and consent of the Senate.

B—Comment

HISTORICAL DEVELOPMENT

The current organization of public higher education in Illinois developed from a long evolutionary process marked by repeated changes and modifications to accommodate expansions, accretions, and political expediencies. As late as 1917, there were five normal schools—Eastern, Western, Northern, Southern, and Normal—and the University of Illinois at Champaign-Urbana, each with its separate governing board. In 1917 the five normal schools were placed under the Department of Registration and Education and under a board which, after two name changes, has become the Board of Governors of State Colleges and Universities.

Southern Illinois University withdrew from this system in 1949 and achieved its own governing board. Two teacher colleges were transferred from the Chicago City School System in 1965 to the Board of Governors. At the end of World War II the University of Illinois organized an institution which has recently become the Chicago Circle Campus. Southern Illinois University extended its operation to the East St. Louis area in 1957 and subsequently has developed the Edwardsville campus.

Junior colleges, affiliated with the common school system, have grown steadily since the turn of the century. Twenty-four such institutions were in operation when the Master Plan was launched. As a result of Master Plan recommendations, the junior colleges are being divorced from the common schools and new districts are being created rapidly until, it is estimated, about forty junior college districts will ultimately blanket the state. Statewide coordination of this growth has been exercised by the Illinois Junior College Board, an agency recommended in the Master Plan and established by the General Assembly in 1965.

It is apparent from this history that public higher education in Illinois has grown in a piecemeal fashion, resulting largely from institutional expansion. Through these adaptations the structure of higher education has been geared to the needs of the past, but it is ill-suited to meet the challenge of future expansion.

URGENCY OF CHANGE

We now stand at a critical juncture in the development of Illinois higher education. The same organizational structure for accommodating educational development during the past decades is no longer adequate to meet anticipated change and growth. Imminent conditions which call for immediate preparation are the following:

1. the doubling of enrollments during the next 14 years,
2. the explosion of knowledge which tends to proliferate and expand curricula and research,
3. increasing need for highly trained personnel, particularly faculty members, resulting in unprecedented demands for graduate and professional degrees, and
4. the impact of federal programs and funds which tend to enlarge the operations of higher institutions and make more complex their coordination.

As a consequence of these pressures, new senior institutions must be established and placed within a well coordinated governing structure. Creation of each new campus should not require a reorganization of the governing structure. Rather, an adaptable and functional yet stable structure is required which can accommodate the governance and coordination of additional colleges and the great expansion of existing institutions in role and program without ad hoc reorganization for each change.

Change is not recommended merely for change's sake nor are traditional practices and relationships which have deep roots in higher education disregarded. Neither the option of redesigning a new system or of completely overhauling the existing system is practical or advisable. Rather, the Board builds upon the heritage of the past and encourages the inherent vitality of the present arrangement. Only the most essential changes are recommended to create a more viable and functional structure. The objective is to modify the present organization in the least disturbing fashion but sufficient to create a total structure capable of accommodating new institutions and expansion of existing colleges and universities.

A PLAN FOR A SYSTEM OF SYSTEMS

Master Plan Committee N on governing structure and the Citizens Advisory Committee strongly recommend a new plan for governance of senior public colleges and universities. The staff concurs with the findings and recommendations of these committees. The heart of the plan is to create a "system of systems". It proposes that the public higher education community be subdivided into systems which, individually, have a functional unity and cohesion, but at the same time in their totality can comprehend the diverse educational needs of the state for the foreseeable future. The plan for a system of systems recognizes the following concepts:

a. Each governing board should be responsible for a particular type or kind of education. Admittedly, considerable overlap will exist among all segments of higher education, particularly in liberal arts and general education, but a manifest diversity should differentiate each system from others.

b. It recognizes the tendency of governing boards to be dedicated to the role and purposes of their institutions. Through unifying policies, governing boards and administrations tend to shape institutions into a common mold—a pattern which obviously represents their particular conception of higher education. This natural tendency toward unification does not permit the diversity of institutional direction required in a state with as complex and varying interests as Illinois. Indeed, the day has long passed in Illinois when any single institution or a system of institutions under a single governing board can possibly meet the educational needs of the entire state and thereby hope to fulfill the wide diversity of educational programming needed.

c. It asserts that even though the objective is diversity in purpose among the systems, a status differential in the importance of the various types of systems is to be prevented. Each system plays a role as important to the total statewide development of higher education as the mission of any other system.

d. The creation of new institutions will expand systems, thus creating need for more internal system coordination. Effective statewide coordination will require the Board of Higher Education to deal increasingly with systems rather than individual campuses. If the total governing structure can be confined to not more than five systems, intra- as well as inter-system coordination will be strengthened.

The system of systems concept is not intended to type institutions indelibly or to predetermine their ultimate destiny. They can be expected to respond to social, economic, and demographic conditions in order to render maximum service to their respective clientele. If through such accommodations the functions of an institution change radically, it may then become necessary to transfer that institution to another more appropriate governing system. It is anticipated, however, that such transfers will not be frequent.

ONE NEW SYSTEM

The distinct advantage of the plan is that only one new system is created; all other existing systems retain their present identity, institutions, and purposes. The rationale for creating a new system composed of two institutions now under the Board of Governors—Northern Illinois University and Illinois State University—is that these institutions have the largest enrollments and the greatest potential for developing doctoral programs designed to prepare college professors. They are the only two institutions among the Board of Governors' group presently producing doctoral degrees. One factor making this production possible is the rapidly increasing number of graduate students at both institutions. The advantageous locations of Northern in a populous area and Illinois State in the center of the state assure easy accessibility by graduate students. Further, it is anticipated that the 1965 conversion of Illinois State University from a single purpose institution to a multi-purpose university will have a marked influence upon its expansion.

Although the proposal calls for creating a new board concerned with the evolvement of doctoral programs, it is not intended that this new system should develop a comprehensive range of doctoral programs found at the University of Illinois. The system should concentrate its efforts to establish institutional programs of graduate education leading to the doctorate in a significant number of fields but whose breadth of offerings is restricted to the liberal arts and sciences and other related undergraduate programs, with only a limited number of associated graduate professional schools, usually education or business administration. The limitations expressed here are not intended to curb the destiny of these institutions forever: however the dominant challenge, both quantitatively and qualitatively, for these institutions during the immediate years ahead is to fill the vast and growing need for college and university teachers.

COORDINATION OF THE SYSTEMS

Board of Higher Education Membership

In the proposed system of systems the Board of Higher Education is retained as the central coordinating agency. In keeping with the policy already established for Board membership, the Chairman of the proposed Board of Regents and two additional citizen members should be placed on the Board. This action would bring to 16 the number of Board members. Further change in the Board membership is not contemplated since implementation of the recommendation to create the Board of Regents would eliminate the need for any additional boards in the future.

Coordinating Powers

Master Plan Committee N on Governing Structure and both the Citizens and Faculty Advisory Committees recommended that the Board of Higher Education continue its emphasis on statewide planning for the orderly development of higher education. The committees found that the Board and its small professional staff were meeting effectively their legal obligations. Committee N and the Citizens Committee, after hearing college and university officers and faculty members and after completing their studies, suggested two changes in the powers and duties of the Board.

First, they recommended that the Board be authorized to make assignment of new senior colleges to the governing board most appropriate for developing the particular type of educational institution needed. Substantial differences in planning and development concepts are required for a new comprehensive university campus for 20,000 students in comparison to a teacher education-liberal arts campus of 10,000 or less.

Secondly, the committees recommended that the Board be authorized to accept certain gifts and grants for expenditure on legal purposes of the Board. The committees suggested, as has the Auditor General of Illinois, that specific legislation be provided to prevent possible legal problems in relation to the administration of federal grant programs for higher education. The Governor has designated the Board as administrator for the Higher Education Facilities Act of 1963 and for several titles under the Higher Education Act of 1965. Other federal grant programs are under consideration by Congress. There is no intent to alter existing policy in relation to the awarding of grants directly to colleges and universities by the federal government and foundations (NSF, NIH, etc.).

Increasingly, as the federal government relies upon the state to administer programs which affect the total higher education community, such responsibilities will fall upon the Board of Higher Education as the only state agency broadly representative of both higher education and the public interest. In order to be effective, State master planning and budget coordination require that federal grant programs for various purposes ranging from construction of facilities to programs of community service be integrated into the total development of higher education opportunity within the state.

The Board's limited powers of advisement and sanction over certain types of institutional operations are exercised to implement its plans. The planning must be based upon extensive information about the state and its needs, including institutional characteristics and operations such as programs, personnel, students, admission policies, financing, and other matters. An extensive reporting system, designed efficiently to yield a comprehensive picture through a series of well-integrated schedules issued periodically, is recommended to build a bank of resource data capable of yielding trends for forecasting purposes. While the Board already has legal power to create such a central bank of information, a policy of action toward this objective is stated in Recommendation #23.

CHAPTER 5

Accommodating Future Growth Through State Financing of Higher Education

A—Recommendations

OPERATING COSTS

STATE SUPPORT OF JUNIOR COLLEGES

25. State support for junior college operations be continued at approximately one-half the total average cost for all public junior colleges, as recommended in the Master Plan.

- **a. The Illinois Junior College Board and the Board of Higher Education jointly develop a plan for providing additional financial aid either directly or indirectly for needy Class I junior college districts and present the plan to the 1969-70 General Assembly.**
- **b. The approximate biennial appropriations needed for state support of junior college operations are estimated as:**

Biennium	***Low***	***High***
1967-69	**$35 million**	**$50 million**
1969-71	**55 million**	**84 million**
1971-73	**82 million**	**105 million**

CHARGE-BACK PLAN

26. Sections 6-1 and 6-2 of the Public Junior College Act, relating to charge-backs to high school districts, be amended to include the proportionate share of capital construction costs for each student.

STATE SUPPORT OF SENIOR COLLEGES

27. The current level of support for operating costs of the state

university and college system be continued with the expectation that enrollments in the lower-division will level off in 1970 and those in upper-division and graduate programs will continue to increase. The following estimates assume that the minimum admission standard at all senior public institutions will be at the 50th percentile by test score and/or rank in class, and that salaries will continue to increase at about the same rate as for the past six years. State appropriations for operating expenses of state universities and colleges are estimated as:

Biennium	*Low*	*High*
1967-69	$525 million	$575 million
1969-71	631 million	660 million
1971-73	742 million	785 million

CAPITAL CONSTRUCTION COSTS

EMPHASIS ON COMMUTER INSTITUTIONS

28. State authorization for construction of physical facilities emphasize commuter institutions and campuses and place less emphasis than in the past on the expansion of facilities for under-graduate education on the main campuses of the existing state universities.

SCHEDULE OF CONSTRUCTION 1967-1973

29. The following schedule of minimum construction be observed by the institutions involved, by the Board of Higher Education, and by the Governor and General Assembly in planning new facilities and in making state funds available for construction at the public colleges and universities (the dollar amounts are current staff estimates but are subject to change as each biennium is approached):

1967

State share of junior college construction
First part of Phase III Chicago Circle
New campus Illinois Teachers College-South (to be constructed in 2 phases)

Expansion of Illinois Teachers College-North
Planning for additional senior commuter college campuses
  Chicago Metropolitan Area—Planning and site
  Springfield Area—Planning and site
Completion Phase I of Edwardsville Campus
Other state university system construction and rehabilitation
  Estimated Cost $410.3 million

1969

State share of junior college construction
Chicago Circle, Second part of Phase III
Edwardsville, First part of Phase II
Illinois Teachers College-South, Second Phase
Expansion of Illinois Teachers College-North
Construction new senior campuses
  Chicago Metropolitan Area, first of three phases
  Springfield Area, first of two phases
Other University Construction and Rehabilitation
    Estimated Cost $319 million

1971

State share of junior college construction
Phase IV Chicago Circle (completes present planning)
  Illinois Teachers College-South, Phase III
Illinois Teachers College-North, Expansion
Chicago Metropolitan Area—Phase II
Other State University Construction and Rehabilitation
    Estimated Cost $260 million

Grand Total 1967-1973 = $989.3 million
Federal funds estimated to be available are subtracted for 1967 only. Estimate does not include possible costs of new medical centers if recommended as a result of current studies. Federal funds would pay approximately half of such construction costs.

LIMITED CONSTRUCTION FOR LOWER-DIVISION ENROLLMENT

30. No new construction of instructional and residential space

for lower-division enrollments be recommended for any senior campus of the state university and college system after 1967; except that existing space may be rehabilitated or replaced as need arises and, further, that the policy be effective for Chicago Circle, Illinois Teachers Colleges—South and North, and Edwardsville campuses at a later date to be determined by the Board of Higher Education.**

SPACE UTILIZATION STANDARDS

31. The following standards of utilization of physical facilities be achieved by each existing campus of the state university and college system by the fall term, 1970-71:

a. Classroom utilization from 7 A.M. to 5 P.M. of 30 hours per week average room period usage and a station utilization of 60 per cent.

b. Teaching laboratory utilization from 7 A.M. to 5 P.M. of 20 hours per week average room period usage and a station utilization of 80 per cent.

c. Increased efforts be made to improve utilization during the late afternoon and evening hours from 5 P.M. to 10 P.M.

B—Comment

OPERATING COSTS

The costs of higher education will continue to rise in each of the next three biennia. The sheer numbers of students to be educated in the junior colleges and the state university system require substantial dollar increases. Moreover, in the state's senior college system, enrollments at the lower-division level where costs are lowest will decrease in proportion to enrollments in the upper-division and graduate levels where costs are much higher.

The pilot comprehensive unit-cost study of operations, conducted by the Board the past two years for the six state universities, indicates that costs for upper-division students are 1.6 times that for lower-division and that advanced graduate student costs (doctorate level) may be 3.5 times greater than for lower-division students. Hence, as the proportion of students at these advanced levels increases, costs would increase even though the total FTE enrollment for an institution as a whole may remain static.

CAPITAL COSTS

Commuter Emphasis

It is reasonable to expect that enrollments at most, if not all, of the non-urban campuses of the state universities will increase very slowly after 1971, if lower division enrollments are stabilized in existing institutions and additional institutions are authorized for urban areas. This goal is in complete harmony with original Master Plan Recommendations #19 and #34 which state:

> "It be the policy of the state for the next few years to meet the needs for program expansion at the under-graduate level primarily in commuter institutions both two- and four-year, rather than at campuses where students must live away from home."
>
> "State authorization for construction of physical facilities emphasize commuter institutions and campuses and place less emphasis than in the past on the expansion of facilities for under-graduate education on the main campuses of the existing state universities."

Relation of Size to Cost

The educational reasons for providing commuter opportunities for students who cannot for a variety of economic and social reasons live away from home to attend college were presented in the original Master Plan and are not restated here. Now on hand, however, is the following additional evidence that it will cost the state government and the state economy as a whole less money to build new commuter institutions than to expand the residential campuses of the state universities.

The reasons for this phenomenon contradict the commonly held belief that it should be less costly to add enrollments to an institution which already has administration, library and other "overhead" facilities than to recreate them and add enrollment at a new institution. The underlying cause of higher costs, both operational and capital, in existing colleges is the emphasis on specialization of program and facilities as enrollments rise. Specializations result from pressures by both faculty and students. Extensive specialization in all program areas is essential for the advancement of knowledge, but it can be confined by planning to relatively few campuses where the resources of many specializations mutually support each other. On the other hand, intense specialization of program is not essential nor desirable at every campus. A thoroughly adequate education in the liberal arts and sciences and teacher education can be obtained in smaller institutions with little or no specialization.

Some planners believe that expensive specializations begin to occur when enrollments reach 8-10,000 students and accelerate rapidly after a 12,000 enrollment is reached. This observation, that costs of construction increase with size, is confirmed in the following table. The figures were taken from "College and University Facilities Survey," published in 1964 by the U.S. Office of Education. The data on which the table is based were obtained from all institutions in the nation which make annual reports to the U.S. Office.

Distribution of New Construction (estimated square feet and costs) Planned for 1961-65 by Total Higher Education Institutions, by Size of Institution: Aggregate United States) *

Size Category	Square feet (00)	Cost per Square Foot
Total	2,789,816	$22.10
Under 500	198,149	18.20
500-999	242,905	18.80
1000-2499	454,526	20.60
2500-4999	446,909	19.60
5000-9999	571,638	22.60
10,000 and over	875,689	25.50

* U.S.O.E., College and University Facilities Survey, 1964, p. 91.

Recent history in Illinois further confirms that costs rise with size (specialization). Staff analysis of construction costs of projects requested under the Higher Education Facilities Act of 1963 reveals that in 1965 institutions of under 1,000 enrollment were building for an average cost of $27.60 per square foot, while those over 7,500 students were building at $42.20. The smaller state universities of under 7,000 FTE were building for $23.96, $32.39, and $33.37.

Land costs for expansion of some of the residential state universities now exceed $160,000 per acre because expansion requires purchase of homes and businesses which must then be razed for new university buildings. On the other hand, the new campus planned for Illinois Teachers College-South in the City of Chicago will probably cost less than $50,000 per acre. Land can be acquired in both the Southwest and Northwest Chicago area locations proposed for new senior institutions at a fraction of $160,000 per acre. In addition, taking over existing commercial and residential enterprises removes them from the local tax rolls. Vacant land is available in the two proposed locations in the Chicago area and also in the Springfield area. Aggravating the problem of obtaining land to serve academic purposes is the need at existing residential campuses to require an equivalent amount of land on which to build residence halls.

Master Plan studies in both Florida and California found no difference in cost of expanding an existing university campus or of building a new one, except for the high cost of land to expand the existing ones and the lower costs of facilities at commuter campuses.

Beyond construction costs, evidence from a California study indicates that when 25 per cent or more of the students live on campus, the operating costs of institutions rise substantially (15-25 per cent). These increased operating costs would apply to all the existing residential campuses of the state universities.

Costs of construction have risen dramatically in the past two years, primarily because of a shortage of labor. If a dormitory space is also required for every student at an existing institution, construction activity will double. That additional construction not only forces higher costs to be paid from state funds for the academic facilities, but doubles the impact of higher education costs on the total economy of the state. This method of expanding the state system would require a substantially higher per cent of total state income for higher education than if commuter facilities were to be constructed which require no residence halls for undergraduates.

OTHER COSTS

State Scholarships and Grants

In the interest of permitting students of high scholastic standing to have a wide choice of institutions open to them, the Board recommends that the appropriations for the Illinois State Scholarship program be increased to $14 million. This amount will provide an increase in funding above the level for the current biennium and will accommodate the increased load of renewal grants for the next biennium. The ceiling on individual scholarships at $1,000 should be continued for the next biennium. That sum is the average annual cost of educating an undergraduate student in the state university system and public policy would not be served by awarding an amount in excess of that cost.

In Chapter 3 the Board recommends a new system of grants to students for tuition purposes which will require $6 million for the 1967-69 Biennium.

Agency Costs

Operating costs of the Illinois Junior College Board, the Illinois State Scholarship Commission and the Board of Higher Education will increase as their respective workloads reflect the rising enrollments and the increasing complexity and numbers of institutions in Illinois. In addition, statewide studies will require funding.

Both the Scholarship Commission and the Board of Higher Education have been designated to administer certain federal grant programs which require state support for their administration. As these and other federal aid to education programs increase, additional operating personnel will be necessary.

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STATE OF ILLINOIS
BOARD OF
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Master Plan

A MASTER PLAN

for higher education in Illinois

THE ILLINOIS BOARD OF HIGHER EDUCATION

July, 1964

JC 680 158

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A MASTER PLAN

for higher education in Illinois

Board of Higher Education
Room 600 State House, Springfield, Illinois

July, 1964

UNIVERSITY OF CALIF.
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CLEARINGHOUSE FOR
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THE INTRODUCTION

THE BACKGROUND

More than a century ago, the State of Illinois made a commitment to provide higher education at state expense to serve the interests of the commonwealth and its people. "In addition to providing direct benefit to students, higher education contributes positively to the cultural and physical well-being of all the people of the State."* These goals are achieved through instruction both of youth and adults, through research aimed toward the advancement of knowledge, and through public service activities which bring the special competencies of higher education to the citizens in their home communities.

Pursuant to this commitment, the General Assembly has enacted legislation establishing state universities and has provided financial assistance to public two-year colleges, the Chicago Teachers College, for scholarships to superior students, and has otherwise promoted the well-being of the State through higher education.

During the last two decades the legislature has emphasized the necessity for coordination and planning. In 1943, the General Assembly created the first of several study commissions for this purpose. Other studies were established in 1950, in 1954, and in 1957. Finally, in 1961 the General Assembly established the present Board of Higher Education as a permanent coordinating, planning agency.

The Board statute specifically requires the preparation of a "Master Plan" for Illinois higher education taking into account the various roles that can be performed by the public universities, the nonpublic colleges, and universities, the two-year colleges, public and private, and other educational enterprises. The plan described is comprehensive in scope and is designed to point the directions to be taken up to 1975 or later. The plan will be submitted to the General Assembly in 1965 along with specific recommendations for legislation to make it effective. The statute also provides that the Board shall, in the future, continue its planning studies and recommend, from time to time, such changes in the Master Plan as are considered desirable.

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* *Basic Assumption*, No. 4, adopted by the Board of Higher Education, October, 1962, Cf. also *Illinois Looks to the Future in Public Higher Education*, p. 5, The "philosophy" of the Higher Education Commission.

In developing its Master Plan, an activity which has involved the Board, its staff, and scores of special advisors throughout the period from the summer of 1962 to the present, the Board was significantly aided by the studies of the earlier study commissions, particularly the commissions headed by Major Lenox C. Lohr (1954-57), and that headed by Fred W. Heitmann, Jr. (1957-61). The Board was also aided by the planning experiences of other states, especially California, Texas, Florida, Nebraska, Wisconsin, New York, New Mexico, and Utah.

THE SETTING

As compared to other states, Illinois is fortunate in its institutions of higher education. For one thing, we have a relatively large number (121) of colleges and universities; only three states have more. Furthermore, some of the most distinguished institutions of the country are located in Illinois, graduate and research centers of recognized excellence as well as relatively small institutions that are known favorably throughout the nation.

Together the Illinois colleges and universities enroll some 243,000 resident college students plus another 17,500 in extension courses for credit, 5,000 pupils in laboratory training schools, and many thousands more in non-credit, adult courses, workshops, and short-term institutes. The total enrollments in Illinois higher education are virtually equal to the total of Germany (248,000 in 1961-62), and are greater than any other European country except the Soviet Union. More students attend college in Illinois than in England, Ireland, Sweden, Norway, and Denmark combined.

Furthermore, the Illinois institutions of higher education include advanced graduate and research centers of major importance.

In a real sense, the whole program of higher education is a single enterprise. Students, and faculty, transfer frequently from one institution to another. The state universities join hands in numerous common projects (retirement and civil service are governed by single, unified systems, while the Joint Council of Presidents conducts numerous common studies and promotes cooperation and coordination). The nonpublic colleges and universities are joined in the Federation of Illinois Colleges. The two-year colleges work together in the Illinois Association of Junior Colleges. All three groups join in the Illinois Conference on Higher Education, a continuing organization, and its standing Committee on Cooperation. All of these groups have participated actively in the preparation of the Master Plan.

However, it is useful to consider the institutions in segments for purposes of comparison and analysis. In the Master Plan studies, the institutions were placed in six groupings as follows:

Public

1. State universities
2. Chicago Teachers College
3. Two-year colleges

Nonpublic

4. Universities
5. Colleges
6. Two-year colleges

In addition to the 76 institutions specifically studied, (45 nonpublic, 31 public) there are 45 other institutions, all private, which offer college work. Some are theological institutions and religious seminaries, others are proprietary institutions in specialized technical areas, others are very small. All told these institutions enroll 16,000 students, only 6% of the State's total.

The sheer number of institutions suggests the desirability of planning. But of greater moment is the rapid expansion that has already taken place and the further growth that lies ahead. As recently as the 1933-34 school year, the six state universities enrolled only 15,684 resident students. Their greatest enrollment before World War II totalled 20,844. As recently as 1953-54, their enrollments totalled only 31,847. Today they total 76,772. The public two-year colleges have recently had a greater proportionate growth than any other segment although their numerical growth has been less than that of the other segments of higher education. (It should also be noted that while over five-sixths of the students in the state universities are full-time, this is true of only one-third of the students in the two-year colleges.)

The nonpublic institutions have also experienced a rapid growth. In 1953 they enrolled 79,181 resident college students, ten years later they enrolled 114,118. However, despite this gain in numbers, their share of the total enrollment fell from 62.1% in 1953 to 46.9% in 1963. This, too, suggests the need for future planning.

One imperative in planning is arranging for the wisest possible use of resources. Both physical facilities and qualified staff are in limited supply and it is unlikely that either can be expanded rapidly enough to provide everything proposed by every institution. Planning ought to provide for additional enrollments and offer means for both extending the variety of programs and for improving their quality. Planning must also provide procedures for correcting existing deficiencies and for eliminating any possible duplication, waste, or uneconomic use of resources.

Beyond that, planning must determine priorities. Provision must be made first to satisfy the most urgent needs. Orderly arrangements should be developed toward achieving predictable future needs. The entire system of priorities should point toward the achievement of the highest possible goals in Illinois higher education.

THE STUDY

The Board of Higher Education embarked upon the preparation of the Master Plan within weeks after it was established. It employed an Executive Director with extensive experience in higher education in Illinois and an Associate Director with national experience and reputation in the planning of higher education by the various states.

In October, 1962, the Board adopted the following basic assumptions:*

1. The opportunity to study in institutions of higher education should be available to all young people who may reasonably be expected to benefit from such study. The master plan

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* These statements are similar to, and taken in part from, policy statements of the two most recent Illinois study commissions.

study scheduled for completion in 1964 will provide for such opportunity.*

2. Society suffers a substantial loss because many qualified young people do not now enroll in colleges and universities and many others drop out of college before completing degree or certificate programs.
3. Able students who could not otherwise attend institutions of higher learning should have the opportunity to qualify for financial assistance from institutional sources or from the state or nation.
4. In addition to providing direct benefit to students, higher education also contributes positively to the cultural and physical well-being of all the people of the State.
5. Because of the expanding need for persons with professional and technical skills, and the continuing need for general (liberal) education for all citizens, the State should plan for a larger proportion of youth to attend colleges and universities than is now the case.
6. It is desirable that the principle of free choice by the student among the various institutions, large or small, public or nonpublic, be maintained so far as consistent with admissions policies and effective use of resources within the State.
7. Substantial benefit to the State will result from expanded programs of adult and specialized education.
8. It is important that the effectiveness of higher education be continually appraised and improved and that the lowest possible costs, consistent with excellence and high quality, be established.
9. There are advantages that result from the presence in our society of both public and nonpublic institutions; diversity among institutions has made and is making distinctive contributions to social progress, providing a wide range of educational opportunity for varied individual needs.

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* Until governmental action can be taken on its recommendations, the Board recommends that in the event a State-supported university finds it necessary to limit enrollments (because of limited physical facilities, lack of financial support, or other reasons), those students with the best high school records and highest ability test scores be accepted.

10. The State will profit by a planned and orderly development of all new programs and new institutions in the public sphere, being mindful also of the programs and aspirations of the nonpublic institutions.

Study Committees. Also in October the Board authorized the creation of ten study committees as follows:

A. College Enrollments
B. Admission and Retention of Students
C. Faculty Study
D. Collegiate Programs
E. Research
F. Two-year Colleges
G. Extension and Public Service
H. Vocational-Technical and Adult Education
I. Physical Facilities
J. Illinois Financing of Higher Education

Each committee was composed of scholars from one or more of the state universities, one or more of the nonpublic institutions, and citizens representing the general public. On each committee were technical experts in the subject area of committee concern. The Board defined the committee task and provided a series of questions to be answered. Committee members served without compensation.

All of the committees gathered extensive data about the current practices of Illinois colleges and universities and made projections of future needs. While all Illinois institutions of higher education were included in the studies, the more burdensome questionnaires were not sent to certain nonpublic, theological, fine arts, proprietary, trade and professional institutions. Although omitted from full statistical consideration and detailed analysis, the services rendered to society by these specialized institutions were not ignored in drawing final conclusions by the various committees.

Each study committee presented a preliminary report to the Board during 1963, copies of which were sent to all the colleges and universities as well as to members of the other committees. Following the reactions resulting from preliminary reports, the committees conducted further studies and prepared their final reports. These ten reports contain a total of 115 recommendations. The recommendations, as well as the other features of the reports, represent independent decisions of the committee members and were *not* necessarily the views of the Board or its staff.

Advisory Committees. The Board also authorized the creation, during 1963, of three over-all advisory committees. One of these consisted of a score of distinguished citizens of the State, none of whom was directly connected with any of the state universities. Another consisted of 21 faculty members from both public and nonpublic institutions (including the two-year colleges), who were elected by their colleagues to express the views of the teaching and research faculty members. The third committee was composed of 16 college and university presidents. (This was the standing Committee on Cooperation of the Illinois Conference on Higher Education and represents the state universities, the nonpublic colleges and universities, and the public and nonpublic two-year colleges.)

These committees, unlike the study committees, engaged in no research projects. Instead they considered the reports of the ten study committees, along with their recommendations, and also discussed a series of 23 basic policy questions relating to the Master Plan which were prepared by the Board staff. Following a number of meetings devoted to such discussion, each advisory committee, acting independently of the Board and its staff, presented its own recommendations.

Board Consideration. The Board of Higher Education was kept informed of the work of the above committees and for a full year devoted the major part of each Board meeting to preliminary discussions of the findings and their implications. At each of the Board meetings in April, May, June, July, and September of 1963, two study committees presented orally, and in writing, their preliminary findings. In October, November and December the Board discussed extensively the same 23 basic policy questions already considered by the three advisory committees.

In January, 1964, the Board considered the final recommendations of the 10 study committees and in February those of the three advisory committees. With this extensive background the Board was ready to receive and act on staff recommendations for a provisional Master Plan. On March 3, 1964, the Board adopted the Provisional Master Plan.

Public Discussion. The public at large has been involved throughout this arduous enterprise. All of the reports, preliminary and final, have been circulated to the press representatives and the wire services. The public members of the various committees have been encouraged to disseminate the findings and views of all of the committees. Committee members, Board members, and members of the Board staff have discussed the enterprise at numerous organization and public meetings. The staff members have spoken one or more times at each of the state universities as well as at a great many nonpublic institutions.

Furthermore, the Board held public meetings during April, May, and June of 1964 throughout the state on the Provisional Master Plan. This permitted the Board members to weigh further public reaction before preparing the final plan.

This extensive study program would not have been possible without the cooperation of the colleges and universities and the generosity and diligence of some 150 committee members.

THE PROBLEMS

The exhaustive studies have produced evidence of the vitality and competence of Illinois higher education. They have also revealed a number of problems which should be dealt with in the Master Plan.

Increased enrollments. While college and university enrollments have increased dramatically since 1950 (from a total resident enrollment of 138,000 in 1950 to 243,000 in 1963), the greatest increase that has ever occurred will be in the next two decades. This is because of: (1) the great increase in the number of college-age youth, and (2) the continued rise in the rate of college attendance.

The number of youth of college age (18-21 years, inclusive), barely rose from 1950 to 1960. It will almost double by 1980. The actual numbers and the projections are as follows:

Youth of College Age (18-21) in Illinois

1950	Actual	470,000
1960	Actual	482,000
1965	Estimated	579,000
1970	Estimated	722,000
1975	Estimated	847,000
1980	Estimated	920,000

While the above figures include estimates, it should be noted that the college-age youth of 1980 are already born.

Assuming a conservative increase in the rate of college attendance, Study Committee A projects degree-credit enrollments as follows:

Degree-Credit Enrollments (Illinois)

1950	Actual	138,000
1960	Actual	200,000
1963	Actual	243,000
1965	Estimated	276,000
1970	Estimated	392,000
1975	Estimated	499,000
1980	Estimated	555,000

It is evident that a problem of great urgency is to provide for such enrollments. This is the first concern of the Master Plan.

Explosion of knowledge. Concomitant with the expanding enrollments, and indeed a contributing cause of them, has been the explosion of knowledge. This, in turn, has led to revolutionary technological changes.

Major discoveries in the scientific field, some of unprecedented importance, have opened many doors in basic research. At the same time the study of mathematics has been drastically altered. Modern computer systems have magnified man's capacity to understand and evaluate his environment. Radical changes in production technology have resulted.

Not only have automation and other technological changes suddenly made old skills obsolete and new ones in strong demand; there has been a radical re-structuring of employment into the professions, the service trades, the clerical skills, and away from the extractive, agricultural, or factory-oriented types of work.

Education has already promoted these changes and been in turn affected by them. It needs to move rapidly to meet the new requirements. Higher education, since its research findings brought about these dramatic innovations, has a special responsibility for preparing young people, and adults, to function effectively in the days ahead. This can best be done through orderly analysis and planning.

Greater Equality of Opportunity. The Master Plan must also seek to alleviate inequalities of educational opportunity. Young people who live many miles from any institution of post-high school education are less likely to reap its benefits. Others find it impossible to attend college because of the cost. Costs have risen sharply in recent years at both public and nonpublic institutions.

All too many young people, and adults, do not find available to them the particular program best suited to their needs. Colleges and universities are rarely fully "comprehensive." Without over-all planning, there have developed program shortages that need to be corrected.

Expanded Programs. In addition to providing classroom instruction to thousands of additional students, there are other needs that affect higher education. Among these clearly identified are the following:

1. *Graduate and Research Programs.* The need to continue the explosion of knowledge and to maximize its use requires even greater emphasis than has been given in recent years to advanced graduate and professional programs with their related research activities.
2. *Public Services.* Benefits can also accrue to the citizens of the State through the appropriate expansion of public service activities arising out of the special competencies of the universities.
3. *Technical Education.* There is a great need for more technical programs preparing more people in the special skills of our modern complex society.
4. *Adult Education.* The continuing education of adults, the upgrading of their skills, the broadening of their cultural horizons, and the enrichment of their knowledge should be expanded.

These specialized needs, along with others, are often best performed by an institution of higher education. Some are best suited to graduate level institutions; others are peculiarly adapted to local two-year (community) colleges.

Special Difficulties. It may be assumed that the dimensions of the enrollment and program growth will require very great expansion of physical facilities. Will capital construction be adequate? Will it be provided in time? How can it be financed?

There will also need to be greater appropriations for operating costs. From 1951-53 to 1961-63 the operating appropriations to the state universities increased less rapidly, in dollars of constant purchasing power, than did the student enrollments. Can this record be achieved again in the next decade without a lowering of quality?

It is clearly the obligation of the Master Plan to reveal the magnitude of these additional costs. The responsible State officials and the people of Illinois have a right to be informed as to how great the bill will be for higher education in the next decade.

Even if funds are provided for constructing adequate physical facilities and paying realistic operating costs, there remains the special difficulty of recruiting adequate faculty. This, too, must be dealt with in the Master Plan. It may prove to be so difficult as to require major alterations in traditional patterns of instruction.

Differential Functions. The State of Illinois now provides funds to support over 30 post-high school institutions. Still others will undoubtedly be established.

The Master Plan should determine how the particular roles and functions of each are to be defined. Obviously not all can do all things. It is also clear that many have ambitions to do more than they have done in the past. Four of them are now authorized to offer doctor's degrees.* At least two others have indicated that they aim toward this. How many should be granted this function? In what fields? What four- and five-year programs ought to be offered? What functions are especially appropriate for two-year institutions? These questions are basic to proper planning and coordination.

Structure of Governance. A long-standing problem relates to the structure of governing boards of the state-supported institutions. The six state universities were once (before 1917), governed by six boards. For many years they were governed by two boards, now there are three. The Chicago Teachers College and the Chicago City Junior College, with its eight branches, are governed by the Chicago Board of Education although they are wholly or partly state-supported. Other two-year colleges are governed by local boards of at least three sorts.

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* These authorizations preceded the creation of the Board of Higher Education.

The Board of Higher Education is presently charged with limited responsibility for only the state universities; it has no jurisdiction over any other institutions.

How should the public colleges and universities be governed? What structure is most likely to promote effective and economical operation? To what extent is unified planning and coordination useful? To what extent should nonpublic institutions be involved in statewide planning?

THE GUIDE LINES

In view of the dimensions of the problem of providing education of increasing quality for substantially larger numbers of students, there are certain guide lines that should be followed. Among these are the following:

I. *Preservation of diversity.* Fortunately, higher education in Illinois is characterized by a healthy diversity, thus providing a range of choice for the student and opportunity for experimentation by the institution with varied educational patterns. The Master Plan ought to preserve and enhance this quality.

Diversity of purpose marks the institutions of higher learning. Colleges created to serve the needs of a particular community may offer vocational training, academic programs, or both. Liberal arts colleges, teachers colleges, and theological seminaries serve single purposes. In addition, there are dual-purpose or multi-purpose schools, and finally full-fledged universities.

Without planning, colleges and universities face the danger of losing this diversity by seeking conformity. There are two-year colleges which seek to do more than duplicate the first two years of work in a traditional liberal arts college. Some even hope to become four-year colleges of this pattern. In the same manner some four-year colleges have set out to duplicate the programs of the largest state university.

It should be clear that it is unrealistic in the foreseeable future for any of the smaller institutions to hope to duplicate the programs, the facilities, the libraries, and the staff of the University of Illinois. It would be impossible to achieve this goal even if it were desirable to do so. There are simply not enough distinguished scholars, or even rare library books, to go around. No one seriously believes that the people of Illinois ought to provide some fourscore doctorate programs on each of its eight, or more, university campuses.

Each institution should consciously attempt to be different from any other, and to excel in a limited number of programs. Only through this concept can high quality be achieved. The Master Plan ought to develop procedures which will foster the continuance of diversity and discourage uniformity.

II. *Promotion of flexibility and adaptability.* The Master Plan must make provision for flexibility in higher education. Programs will need to be expanded within a given school or by encouraging their development in other schools. Existing programs must be carefully and continuously evaluated in light of changing social needs, changing enrollments, and significant additions to fields of knowledge. The plan must, therefore, provide for the rational expansion of programs where the greatest need and the highest potential for quality exists, as well as for the accommodation of additional students.

III. *Prudent financial determination of priorities.* The Master Plan must insure that there will be careful planning so that the citizens of Illinois will receive the maximum returns from expenditures for higher education. There must be provision for continuous scrutiny of expenditures as related to approved functions. Choices, however difficult, will be required as the relative urgencies of different expenditures are balanced against each other. When necessary, the influence of the Board of Higher Education should be exerted to insure quality in selected programs in preference to dissipating financial resources among many programs.

THE PLAN

Major Features

The plan suggested has certain major features that warrant emphasis:

1. The plan emphasizes the development of colleges and universities to serve commuter students. This will be less costly to the state and to the student and will, in addition, stimulate the college attendance of qualified students.

2. The plan places the two-year colleges clearly in the realm of higher education, provides them with a state board for planning and coordination, and provides sharp increases in state support for those meeting established standards.

3. It expands technical and semi-technical education, as well as programs designed to serve seriously under-educated youth.

4. It provides for the development of graduate and research programs and professionally competent means of controlling their growth to achieve maximum use of resources.

5. Programs of extension and adult education are given new status and supervision.

6. The plan will increase the supply of qualified faculty, encourage better use of the outstanding teachers, and extend the use of modern techniques of instruction.

7. The plan provides for a better balance of enrollments at state universities between upper level and lower level classes which will improve lower level standards and free needed faculty and facilities for more upper level and graduate work.

8. The plan provides rational priorities in capital construction so that current programs will be better housed and there will be places for all anticipated students with no over-building.

9. There will be increased utilization of physical facilities through acceptance of high standards of space use and the increased scheduling of late afternoon and evening hours.

10. The Board of Higher Education is given authority to plan (but not administer), ALL public higher education in Illinois.

Chapter 1—STUDENTS

A—Recommendations

STATE SCHOLARSHIP PROGRAM

1. The amount of appropriation for the state scholarship program hold the same relationship to total fulltime enrollment as that relationship was when the state scholarship program was established in 1957. The State Scholarship Commission make estimates of the amount of money which will be needed to maintain this relationship and, after consulting with the Board of Higher Education, request an appropriate sum in its biennial budget.

2. The maximum amount of individual grants hold the same relationship to the average tuition charged at Illinois nonpublic colleges and universities, as that relationship was when the scholarship program was established in 1957. The maximum amount of individual grants for the 1965-67 biennium be $900.00.

3. A special *ad hoc* study committee, whose membership shall include (but not be limited to) representatives of public institutions of higher education, be established to make an intensive review of all scholarships offered by the state (including military, legislative, county, and teacher education), to determine their desirability, the conditions of financial need and scholarship under which they ought to be awarded, and methods for their control and coordination.

ADMISSION STANDARDS

4. The Board of Higher Education be authorized to establish uniform minimum admission standards for the state supported four-year institutions, including the authority to fix uniform minimum admission standards for out-of-state students which are higher than for Illinois residents. These minimum admission standards along with the initial admission standards recommended in 6, 7 and 8 below may be changed by the Board from time to time.

5. Individual state universities and colleges be allowed to establish higher minimum requirements for various of the programs

offered than those established by the Board of Higher Education for the institution as a whole. Institutions also be allowed to establish higher requirements for out-of-state students than for Illinois residents.

Initial Standards of Admission of Junior College Transfers to State Institutions

6. Students enrolling in junior colleges who meet the admission standards for state universities be permitted to transfer to a state university at any time, provided they have maintained at least a "C" average in their college work. Other students be permitted to transfer after completion of 55 semester hours of work with a "C" average, except that students who rank in the upper 10% at the end of one semester or the upper 25% at the end of one year of junior college work may transfer to a state university. All transfer students must meet the requirements of the programs they seek to enter at the senior institution. When possible eligible transfer students applying for entry as sophomores or juniors from 2-year colleges be given priority over all new students seeking entry at any undergraduate level at a state senior level institution, with the same priority to extend to entry into particular academic programs.

7. State universities accept a maximum of 66 semester hours plus physical education and military; but in case additional credit of advanced level is presented, consideration of such credit be given if native students are allowed credit for similar courses in their first two years.

Admission of Freshman Students to State Aided Junior Colleges

8. The two-year institutions admit all students qualified to complete any one of their programs, including general education, transfer, technical, and terminal, as long as space for effective instruction is available, except that applicants from the junior college district may have priority over out-of-district applicants when enrollments must be limited. After entry, the college counsel and distribute the students among its programs according to their interests and abilities.

a. Students allowed entry in college transfer programs have ability and competence similar to that possessed by students admitted to state universities for similar programs. Entry level competence may be achieved through successful completion of appropriate remedial courses offered by the college.

b. If space is not available for all students applying, the junior college will accept those best qualified, using rank in class and ability and achievement tests as guides.

UNIFORM CALENDAR

9. The Joint Council of the state universities in cooperation with the Junior College Association study the desirability and feasibility of adopting a uniform calendar for all public institutions of higher education.

STATE-GUARANTEED STUDENT LOAN PROGRAM

10. The nonprofit Higher Education Assistance Corporation created by the 1961 General Assembly initiate a privately-financed, state-guaranteed student loan program. The state appropriate funds necessary to establish and to administer the guaranty fund based on a ratio of dollars to the Illinois college-age population similar to the ratios found in comparable states having such programs.

B—Comment

FUTURE ENROLLMENTS

In the three biennia 1965-71 enrollments in public institutions should increase by 95,000 students (65,400 fulltime) or 16,000 per year. The 95,000 figure may be more meaningful if one realizes that all the state universities enrolled just 82,000 in 1963.

Enrollments projected for nonpublic institutions are not quite as dramatic as those for the public. From 1965 to 1971 over 40,000 more students should enroll.

In Illinois, as in the rest of the nation, a greater and greater proportion of all students attend the public institutions. This trend in Illinois is accelerating—possibly more rapidly than the above projections indicate. Table 1 reveals that in 1950, the public institutions enrolled 34.5% of all students, and in 1963 53.1%. Conversely the nonpublic institutions which enrolled 65.5% of all students in 1950 will enroll only 39% in 1975 if the 1950 to 1963 trend continues.

TABLE 1

*Projected Number of Degree Credit Students 1963-1975**

Year	Public	% of total	Nonpublic	% of total	Total Students
1950 (actual)	49,641	34.5	94,331	65.5	143,972
1963 "	129,029	53.1	113,730	46.9	242,759
1965	151,549	54.9	124,552	45.1	276,101
1967	188,487	56.7	144,224	43.3	332,711
1969	219,129	58.2	157,128	41.8	376,257
1971	246,585	59.5	167,101	40.5	413,686
1973	278,958	60.6	181,351	39.4	460,309
1975	305,598	61.3	193,014	38.7	498,612

* Projections from Master Plan Committee A—College Enrollments, pp. 38-39.

In addition to this rapid shift of students into public institutions, there is an even greater shift of college age youth (18-21 years of age) from rural to urban areas. Table 2 reveals that in 1960 about 75% of all college age youth live in what the U.S. Census Bureau lists as the eight "Standard Metropolitan Areas" in Illinois.* By 1980 over 91% of all such youth will be living in those eight areas, and the Chicago area alone will have 74% of them. The locations within the state of both existing and proposed institutions of higher learning therefore require careful study.

TABLE 2

Total Illinois College Age Youth 18 - 21 Years

Per cent Located in Various Geographic Areas*
(Selected Years)

	Outside the 8 Standard Metro. Areas	Total Standard Metro. Areas	Chicago Metro.	E. St. Louis Metro.	All Others**
1960 (actual)	25.4	74.6	59.7	4.4	10.5
1965	22.5	77.5	61.9	5.1	10.5
1970	17.7	82.3	65.8	5.4	11.1
1975	13.1	86.9	70.0	5.7	11.2
1980	8.9	91.1	74.3	5.5	11.3

* Projections from Master Plan Committee A—College Enrollments, p. 22-23.

** In order of size 1963: Peoria, Rockford, Rock Island, Springfield, Champaign-Urbana, Decatur.

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* In 1964 Bloomington became the ninth "Standard Metropolitan Area." The figures in Table 2 will be slightly altered by this occurrence.

YOUTH NOT ATTENDING COLLEGE

College-going rate

The per cent of 18 year olds who go to college has been increasing rapidly in the United States and in Illinois. In 1960 the Illinois rate was about the same as the national average of 37%. However, 22 other states had rates of college-going higher than Illinois, some of them as high as 63%.

The Illinois rate has not kept pace with increases nationally. It has dropped 2.8 percentage points in relation to its national position of 10 years ago. Furthermore, the rate of college-going in the various parts of the state is far from uniform.

Today the social and economic well-being of the individual and the society depend heavily upon the level of education achieved. Illinois youth are in a disadvantageous position and will continue so unless the college-going rate is increased substantially. Too, an improved rate tends to raise the expectations and the motivations of all youth to complete high school and to attend college, thus raising the general level of education of the population.

High Ability Students not Entering College

It might be possible to defend the low college-going rate if all youth with higher than average ability were enrolled. This is not true in Illinois. Based on high school rank in graduating classes, 25% of those students in the upper quarter and 44% of those in the second quarter do not go on to college. Data from the Statewide High School Testing Program show that 37% of those scoring in the upper half do not go to college. In Chicago the per cent in this ability range not going is over 40. This evidence indicates that Illinois has much to do in encouraging high ability students to enter college.

STATE SCHOLARSHIP PROGRAM

The State Scholarship Program, first authorized in 1957, was designed to aid the well-qualified high school graduate. That program is considered a notable success by the college and university administrators in this state. However, the amount of money made available for scholarships for each high school graduating class has increased only 3 per cent while the number of students has increased 46 per cent. Nor has the program been able to increase the amounts of individual scholarships as rapidly as college tuition costs have risen.

Total State Scholarship Funds and Per Cent Going to Nonpublic Institutions

Biennium		% Nonpublic	Total Expended In State
58-59		82.3	$ 598,160
59-61		84.3	2,575,046
61-63		84.4	3,927,000
63-64, 1 yr. still incomplete		82.0	2,042,395
Total actually expended 1958-64:			
Nonpublic	$7,588,359	(83.17%)	
Public	1,554,242	(16.83%)	
	9,142,601	(100.0%)	

In practice the program has paid over 83% of its money to the nonpublic colleges although 40% of the students receiving scholarships attend public institutions. Thus an expansion in the program would aid nonpublic colleges as well as many more high school graduates with high ability. For the 1963-65 biennium an increase of $2,200,000, and a $900 maximum for individual scholarships would have been required to place the Program on its 1957 footing.

ADMISSION AND RETENTION OF STUDENTS

The admission standards of public colleges and universities are now set by the institutional governing boards. In general, the public junior colleges have adopted an "open-door" policy, i.e., they admit all high school graduates and other students with similar qualifications. After entry further requirements may be made for study in some programs within the college.

Traditionally the state universities have also had an open door policy for high school graduates, but in recent years some have become quite selective by a process of counseling low ability students not to enter. Table 3 shows the results of "counseling out." Illinois State University, Southern Illinois University (Edwardsville) and University of Illinois (Urbana) have 85% of their students coming from the upper half and 15% from the lower half of their high school graduating classes. On the other hand an open door policy is likely to result in the distribution shown for Western Illinois University where over 30% of the students come from the lower half of their high school classes.

TABLE 3

High School Rank and Drop-Out Rate of Entering Freshmen, State Universities *

Campus	% Ranking in Lower Half of 1962 H.S. Class
Eastern	20.5
Illinois State	14.8
Northern	27.0
Southern (Carbondale)	20.2
Edwardsville	15.3
University of Illinois (Urbana)	13.9
Navy Pier	29.1
Western	32.6
ALL STATE UNIVERSITIES	20.8

* Data from Report of Master Plan Committee B—Admission and Retention of Students, December 1963, p. 13ff.

The number of freshman students who do not come back for the second year is related to freshman admission standards. Some of the state universities appear to have excessively high dropout rates for freshman students. While exceptions occur, students who rank in the lower half of their high school classes and also test below the 50th percentile of ability level have a very poor chance of completing a four-year degree program. However, many of these same students may be able to complete one- and two-year general education or semi-technical programs offered in junior colleges.

Institutions which admit freshman students who have little chance of completing a program do the students a disservice and waste the resources of the state. In addition a large proportion of low quality students in freshman classes tends to handicap the instructor and the able student in carrying on college level work.

In recent years some educators have recommended that the total number of students in the lower division of a university, should not exceed the number enrolled in the upper division. They argue that to offer quality work at the upper division and graduate levels an institution must limit the amount of its total resources devoted to the instruction of freshmen and sophomores. Performing an extensive junior college task may prevent giving upper level and graduate students the programs, faculty time, and physical resources necessary to maintain high quality.

The University of Illinois, Urbana, adopted the "policy of balance" some years ago and in 1963 had 91% of the number of lower division students in its upper division. Southern Illinois University has indicated to the Board of Higher Education that it also looks with favor on a policy of balance between these two levels.

It would appear desirable for the other state universities to work toward the same goal. A minimum admission standard for state universities and an increase in the number of "open door" two-year colleges with high quality transfer programs would expedite the achievement of balance in number of students between the lower and upper divisions in the state universities.

Admission of Freshman Students to the State Colleges and Universities

Under conditions which exist at present (high proportion of students in the lower division, high dropout rate by the end of the freshman year, variability of admission standards among the state universities, effects of unqualified students on the quality and tone of lower division instruction, limited capacity of instructional facilities and costliness of adding facilities and staff) the Board, if authorized to do so, may wish to consider for adoption the following proposals in relation to admission standards:

Ordinarily, only students in the upper half of their graduating classes be admitted as freshmen to state senior colleges and universities except that students entering programs of technical education may be subject to lower requirements. If the number of applicants for admission to these institutions becomes so great that not all those in the upper half of their graduating classes can be accommodated, the minimum requirement be raised.

a. The minimum standard be met by a combination of (1)

standing in high school classes, (2) scores on a qualifying examination or examinations.

b. The Board of Higher Education time the effective date of a minimum standard to keep within the over-all number of enrollment spaces available at public junior colleges.

INCREASING THE COLLEGE-GOING RATE

Of the many factors involved in motivating high ability students to enter college and in increasing the college-going rate, three have great importance: cost to the student, proximity of public institutions, and restrictiveness of admission standards. Educational costs borne by the student can be reduced by charging low tuition and fees and by an extensive scholarship program which takes both ability and financial need into consideration. Living costs of the student can be reduced by charging low tuition fees and by an extensive scholarship program which takes both ability and financial need into consideration. Living costs of the student can be reduced by an average of $600 per year by locating institutions in places to which students can commute from home. Students who have graduated from high school or reached similar achievement levels may enter institutions with "open-door" admissions policies. There they can be given opportunity to enter a wide choice of occupational and senior college transfer programs, and if necessary make up academic deficiencies to enter such programs. Fortunately, as Chapters 4 and 5 show, the cost of providing commuter institutions, especially junior colleges, are much less to taxpayers as well as to students.

Chapter 2—FACULTY

A—Recommendations

SCHOLARSHIP AND LOAN PROGRAMS FOR POTENTIAL COLLEGE TEACHERS

11. The State of Illinois grant to worthy and talented undergraduates in Illinois colleges and universities who have attained junior standing and have signified their intention to prepare for college teaching, tuition free scholarships, and when needed, loans of up to $1,000 per year to complete their undergraduate work and to help finance their graduate study.

a. These grants and loans be available only to Illinois residents employed or enrolled in educational institutions within the state; but because each individual should seek the graduate training best adapted to his preparation, their use will not be restricted to graduate study in Illinois universities.

b. The loans be forgiven at the rate of $500 for each year subsequently spent as faculty member of an accredited Illinois college or university up to 50% of the total loan.

EXPERIMENTAL COLLEGE

12. A suitable sum be appropriated to the Board of Higher Education to conduct a study to determine the desirability, need and potential effectiveness of a new state-supported senior or two-year level college or college program devoted exclusively to educational experimentation for mass education. The study to concern itself with the following possible functions for such a college or college program:

a. Use and determine the effectiveness of modern instructional techniques (e.g. television, team teaching, self-study courses, credit by examination, machine teaching) in expediting the educational process and in making maximum use of outstanding college instructors.

b. Develop new techniques for effectively instructing large numbers of students of varying ability levels.

c. Experiment with various courses and programs and with various instructional methods to meet the needs of the undereducated or under-motivated citizens over 17 years of age.

In the conduct of such a study the experimentation currently underway and the potential for successful experimentation by the existing institutions be given equal consideration to the new college suggested immediately above.

USE OF INSTRUCTIONAL TECHNIQUES

13. Each public college and university in the state re-examine its courses of study and the instructional means by which they are offered to determine if more appropriate and effective programs and methods may be developed to meet the needs of large numbers of students during a period when well qualified faculty members will be in very short supply.

CREDIT BY EXAMINATION

14. The public institutions establish a cooperative committee to examine the existing practices in allowing credit by examination and to develop and/or adopt proficiency tests for certain collegiate courses in order to permit individuals to acquire college credit based on achievement.

a. The committee to include for such testing as many as possible of those courses which are commonly offered by most of the colleges and universities represented on the committee.

b. The opportunity to take such examinations be widely publicized, be available at least once each term at each institution, and the tests be graded against standardized scores.

c. The nonpublic colleges and universities be invited to participate in the planning and execution of such a state program of credit by examination.

SALARIES AND PERQUISITES

15. Salaries and perquisites of faculty members at the several

state-supported colleges and universities be kept high enough to compete for staff with other institutions having educational, service, and research programs of similar breadth, level, and quality. The salaries and fringe benefits offered by industry to persons also qualified for college teaching or research be taken into consideration in arriving at competitive salary levels.

16. That it be the policy of governing boards of junior colleges, senior colleges, and universities:

a. to involve representative elected faculty senates and/or councils in developing major educational policies,

b. to maintain principles of academic freedom and standards of tenure traditionally associated with institutions of higher education.

17. It shall be the policy of the state to implement the transfer of the Chicago Teachers College into the state university system and of existing junior colleges into the state system of junior colleges without impairment or diminishment of the salary, retirement rights, or tenure rights of any teaching or research faculty member.

REAPPRAISAL OF NEPOTISM AND OTHER DISCRIMINATIONS

18. Each state-supported college or university reappraise its rules, regulations and practices in relation to the hiring of relatives of persons already on the staff, of women, and of persons from the several minority groups toward the goal of eliminating all restrictions, if any, which keep qualified persons from being employed to teach or to do research at the institution.

B—Comment

Probably the most serious problem caused by the vast new numbers of students will be in maintaining quality instruction. The nation is faced with a rather desperate faculty shortage, a shortage already felt in Illinois. Master Plan Committee C–Faculty, reported that in public colleges and universities enrollments between 1952 and 1962 increased 173% while the number of faculty increased only 76%. In nonpublic institutions the enrollments increased 62% and faculty members 34%. The result has been larger average class sizes and a bigger average ratio between students and faculty.

FACULTY MEMBERS NEEDED

Committee C estimates that Illinois will need 1250 new faculty members each year until 1975 just to meet expanding enrollments and another 1840 to replace those leaving positions.

To find over 3,000 new faculty members each year is a prodigious task but to find 3,000 whose qualifications are equal to those now found in Illinois institutions will be virtually impossible. Of the faculty members employed in the six state universities 45% hold the doctorate, slightly less than the national norm of 47% for state universities. In all Illinois institutions 37% of the faculty members hold doctorates. If that 37% is to be maintained for the period to 1975, Illinois must recruit one-fourth of all doctorate holders who enter the teaching profession. It appears inevitable that Illinois will be able to employ fewer doctor's degree holders than it needs. Moreover, in the past ten years the per cent of faculty members of the state universities who hold only a bachelor's degree has increased from 10 to 13. This trend too, probably will accelerate.

Unfortunately, at the very time when many new candidates should be entering doctorate and advanced professional programs of all kinds, the number of persons qualified to do so must be taken primarily from the small group of children born during the last years of the Great Depression and during World War II.

MAXIMIZING RESOURCES

Unless some bold and imaginative steps are taken immediately, the quality of instruction in Illinois institutions will deteriorate rapidly. Given the number of people available in the field and those eligible to enter, it appears unlikely that the shortage of faculty can be met in sheer numbers. Other means must be found and used to make maximum use of the outstanding professors now on the university and college staffs and to encourage the learning process in other than the traditional classroom situation.

Some of these means have been under experimentation for many years in this and other states. Closed and open circuit TV, statewide educational television networks, team teaching, credit by examination and other techniques have proven successful in a wide variety of circumstances. Programmed instruction is already past its initial stages of development and other new means of speeding and perfecting the learning process are being considered. The great lag in the use of new techniques can be attributed primarily to the reluctance or apathy of both faculty members and administrators to change from traditional instructional methods. The lag in more extensive experimentation can be attributed to the lack of public funds. Little money has come from sources other than private foundations. If the state is to assure a quality education to an ever-larger proportion of its youth, it must devote greater attention and more of its resources to improvement of techniques for mass education.

FACULTY RECRUITMENT

Some special effort is necessary to attract as many qualified persons into college teaching as possible, because if we fail, a subsequent shortage of well educated and trained persons in all other professional fields will result.

Part of the attraction of any professional field is the satisfaction that it offers in pay and perquisites. In college teaching the national trend is toward a reduced number of hours of teaching and toward more research opportunities and with higher pay and more fringe benefits. Faculty members are already highly mobile and the increasing competition for their services allows them to be selective in choosing their place of employment and in working conditions. Illinois institutions must meet competitive levels of salaries and other benefits if the average quality of faculty is to be maintained. Too, unless benefits are improved in relation to government and business, it appears unlikely that the college teaching profession can attract into the field a greater per cent of the doctorates produced.

FACULTY FREEDOM, TENURE AND PARTICIPATION

Also of great importance in the recruiting and retention of a new faculty member, are the non-material conditions under which he must work. The traditions of academic freedom, standards of tenure and the right of faculty members to participate in certain educational decisions are maintained and protected by the better collegiate institutions in the country and are highly valued by faculty members.

In Illinois the problem of enhancing these desirable academic conditions may be especially difficult in the process of bringing the junior colleges fully into the realm of higher education.

The recommendation in no way makes the Board of Higher Education a policing or review agency over the governing boards in these matters. The recommendation does suggest a state policy for governing boards. The Board of Higher Education itself has encouraged the use of faculty members for advice on development of the Master Plan and in Chapter 7 recommends a continuing Faculty Advisory Committee to the Board.

Chapter 3—PROGRAMS

A—Recommendations

EMPHASIS ON COMMUTER INSTITUTIONS

19. It be the policy of the state for the next few years to meet the needs for program expansion at the undergraduate level primarily in commuter institutions both two- and four-year, rather than at campuses where students must live away from home.

PROMOTION OF TECHNICAL AND SEMI-TECHNICAL PROGRAMS

20. The number and variety of technical and semi-technical programs leading directly to employment be greatly increased primarily through programs established in comprehensive junior colleges.

UPPER DIVISION AND GRADUATE EMPHASIS OF STATE UNIVERSITIES

21. The state universities place increasing emphasis on upper division and graduate level instruction and research programs and relatively less emphasis on programs at the lower division level.

SPECIAL PROGRAMS FOR UNDER-EDUCATED

22. The junior colleges develop and experiment with programs especially designed to aid the under-educated student of post-high school age to prepare as speedily as possible for transfer to senior institutions at the junior level or for entry directly into employment from technical and semi-technical programs. In every way necessary, the testing and counseling services of the junior colleges be adapted to determining the interests and potential abilities of the under-educated and to counsel such persons to enter programs

which their interests and potentialities indicate a reasonable chance of successful completion.

APPROVAL OF PROGRAMS OF INSTRUCTION, RESEARCH AND PUBLIC SERVICE

23. The present statutory power of the Board of Higher Education to approve all new programs of instruction, research and public service of the state-supported universities be continued and be extended to cover any new state-supported colleges or universities including the Chicago Teachers College and junior colleges admitted to the state system. (See Recommendation 44, Chapter 7 on Chicago Teachers College and Recommendation 31, Chapter 4).

AIDS TO BOARD OF HIGHER EDUCATION AND TO EFFECTIVE PROGRAM COORDINATION

24. A Commission of Scholars be established to consider advanced graduate programs.

a. Composition and selection

i. Nine persons with national reputations for teaching and research.

ii. Members be chosen by the Board of Higher Education from lists of nominees to be submitted by each state-supported university which offers advanced graduate programs and from nominees suggested by such other collegiate institutions as the Board may solicit.

iii. A majority of members be from states other than Illinois.

iv. Members to serve at the pleasure of the Board.

b. Duties

i. Study areas of critical need for doctoral programs to determine at which institutions they should be offered and how their initiation and sound development may be expedited.

ii. Review applications by any state university to offer a degree program requiring six or more years of education or training. In appropriate cases the Board may act without referral of an application to the Commission.

iii. Evaluate the intrinsic merit of the particular proposal.

iv. Determine the need for each program.

v. Investigate the qualifications of the faculty and physical resources of the institution proposing the program.

vi. Conduct such studies and employ, with the approval of the Board, such consultants as are necessary to inform the Commission.

vii. Make a recommendation to the Board.

c. Remuneration

i. Each member to be paid a per diem plus necessary travel expenses.

25. A State Research Council be established by the Board of Higher Education to review, stimulate, and coordinate research activities within the state.

26. An Adult and Extension Education Council be established to advise the Board of Higher Education and to review, stimulate and coordinate adult and extension education activities in the state.

AD HOC COMMITTEES

27. Medical Education Committee.

A suitable sum be appropriated to the Board of Higher Education to conduct a comprehensive study to determine the need for additional programs and their proper geographic locations in the health professions (medicine and related fields).

28. Teacher Education and other Professional Education Committees.

The Board of Higher Education from time to time, as need dictates, appoint special *ad hoc* committees to study the need for additional programs and their proper location in teacher education and in other advanced professional fields.

DISCONTINUANCE OF EXISTING PROGRAMS

29. The Board of Higher Education be authorized to review periodically all existing programs of instruction, research and public service at the state universities and colleges whenever started, determine if the contribution of each program is educationally and economically justified and, if in the judgment of the Board it is not, recommend its discontinuance to the appropriate governing board.

B—Comment

Chapter 1 indicated the need to place educational programs in locations where they would be readily available to large numbers of commuter students. Beyond this the state should provide a greater variety and number of semi-technical and technical programs, a rather rapid expansion of graduate level instruction and research, and a better selection and distribution of courses designed for adult and extension education.

NEEDS FOR PROGRAMS FOR COMMUTER STUDENTS

In the Fall of 1963 only 12% of the students attending the main campuses of the six state universities were commuting from home. All the remainder lived in university housing (36%) or in housing in the community.

On the other hand, the public junior colleges, the Chicago Teachers College, and the Navy Pier campus of the University of Illinois have almost 98% of their students commuting, and Edwardsville campus of Southern Illinois University 85 per cent. The nonpublic colleges and universities in the state have over 41% of their students as commuters.

From this evidence and that in Chapter 5 on the costs of living away from home, it is apparent that expansion of the parent campuses of the state universities would do little to increase the college-going rate of able students who for a variety of reasons, economic, family, and social cannot live away from home. They must obtain their education, if any, in a commuter institution. It is also apparent that programs offered by public two-year and four-year institutions can meet the needs of such students if the colleges are located in population centers.

Of the eight standard metropolitan areas in the state which by 1980 will have 91% of the college age youth only three have public junior colleges: Chicago, Rock Island and East St. Louis. The City of Chicago has a junior college and several branch campuses, most of which operate in the evening for part-time students, in high school facilities. The remainder of the Chicago metropolitan area has only four junior colleges. By 1980 the total area will have over 680,000 college age youth. The Rock Island area has the only college in the state formed with its own district and board, Black Hawk

College. The East St. Louis area has a junior college at Belleville.

Peoria, Rockford, Springfield, Champaign, and Decatur have no public junior colleges. Although previous commission studies have stressed the desirability of establishing two-year colleges in these and other locations, the state has not provided the leadership or funds to stimulate their birth. Fortunately the Congress Circle campus of the University of Illinois and the Edwardsville campus of Southern Illinois University are being located in the geographic areas where the greatest needs will arise but they cannot and should not serve the purposes of junior colleges.

In addition to establishing new 2- and 4-year institutions in population centers the following criteria also ought to be considered in locating new undergraduate programs:

a. Proximity of other campuses offering similar programs, both public and nonpublic.

b. Ability to recruit and staff the programs.

c. Sociological needs of the local youth, particularly those with needs arising from educational deprivation and economic depression.

d. Relative costs of offering programs in a two-year or four-year institution.

SEMI-TECHNICAL AND TECHNICAL EDUCATION

Of the commuter institutions now in existence few offer the range or quality of semi-technical and technical programs necessary to meet the individual needs of students for occupational training or of the needs of government, business, and industry for technically competent employees.

The need for technically trained people in a wide variety of fields has been emphasized again and again in recent years. In 1963, the President's Committee on Vocational and Technical Education and the Illinois Governor's Committee on Unemployment emphasized the obligation and role of the two-year colleges to provide technical training. The Master Plan committees express grave concern over the meager offerings in the occupational fields, especially by two-year colleges.

It was estimated in 1960 that Illinois needed 60,000 semi-technical and technically trained people each year. Master Plan Committee D reports that in 1962 Illinois produced fewer than

3,000 graduates from programs of 1 and 2 years. This number increased less than one per cent since 1958. The DeVry Technical Institute (a proprietary school) and the Vocational-Technical Institute of Southern Illinois University produce far more technicians than do all the 25 public junior colleges combined.

Nationally, the offering of technical education is considered a primary function of 2-year colleges. However, the junior colleges of Illinois offer only 28 different semi-technical and technical programs. According to the Illinois Board of Vocational Education no junior college in the state offers more than three technical programs eligible for Federal aid. In some other states a single college may offer as many as 20 different 2-year occupational programs. Illinois has a definite need for more variety in its opportunities for occupational training. Several reasons have mitigated against their development in the junior colleges, with the lack of sufficient funds to offer quality programs leading the list. In addition the small size and rural location of many junior colleges limit the scope of course offerings. In some of the larger urban colleges the relegation of junior college activity to evening hours in a facility used for high school classes during the day prevents development of the special facilities and equipment needed for collegiate level technical courses.

UNDER-EDUCATED STUDENTS

An increasing number of students inadequately prepared in high school now attempt to enter college programs. Although they have high school diplomas and their native ability level is often above average, they fail to meet the standards of achievement necessary to enter degree programs. Imperative to the welfare of the student and the general society are better college opportunities for these citizens. Junior colleges should allow them entry into special programs designed to prepare them as speedily as possible for senior college transfer or to complete a technical or semi-technical program.

GRADUATE AND RESEARCH PROGRAMS

The shortage of faculty members estimated in Chapter 2 offers evidence from one profession for need to expand graduate programs. Shortages in other professions and the sciences are also known and will be aggravated during the next decade. Graduate education is developing rapidly throughout the United States. However, Illinois is not increasing the number of its master's degree or doctorate graduates as rapidly as the nation as a whole. Master Plan Committee D–Collegiate Programs, found that in the five year period 1958 through 1962 Illinois institutions increased their master's graduates by only 19% as against the national increase of 30%, and doctor's degrees by 20% as against the national increase of 30%. This is a far greater lag in degree production than might reasonably be expected from the Illinois lag in population increase or in number of college age youth. To meet the needs for graduate education the number of programs offered by the state universities must be increased substantially and present programs expanded in enrollment.

The University of Illinois now offers 75 doctorate degrees or advanced professional programs. Southern Illinois 18 such programs, Northern Illinois University 4, and Illinois State University 4. In a staff survey of state universities to determine how many new doctor's level programs were planned for offering by 1970 the following results were obtained:

University of Illinois	5
Southern Illinois University	7*
Northern Illinois University	14
Illinois State University	9
Eastern Illinois University	11
Western Illinois University	8

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* But broad enough to include many of the special disciplines offered at the university.

Southern also indicated that a medical school should be established in Southern Illinois, and Northern stated it would not be averse to some professional schools. Each of the state universities also reported that the state should support an increasing amount of organized and departmental research.

The state must of necessity expand graduate program opportunities. The Board of Higher Education is now charged with the approval of every new program of instruction, research and public service. Its problem is to allow and encourage all programs necessary, but to do so in an orderly fashion and on the campuses which can develop high quality programs. Illinois cannot afford to tarnish its reputation for quality work at graduate and professional levels as has happened in several other states where programs were allowed to proliferate at institutions ill-suited for advanced work.

In order to limit the expansion of graduate work in some institutions while allowing it in others, several states have adopted a policy known as "differential functions and programs." It means that certain programs are allocated among state institutions according to degree level and that certain well defined functions such as instruction, research, extension and public service may also be allocated. The widely publicized California plan limits the 73 junior colleges to programs not exceeding two years in length; the 17 state colleges to programs not exceeding six years (master's degrees) except that doctor's degrees may be offered jointly with the University of California if the University consents to it; and the University may offer degrees at all levels and in all academic areas. Other states have somewhat similar methods of allocation. All of them tend to establish rather rigid limits that can be changed only through some exceptionally difficult procedure—in California by legislative action.

Criticism of these allocation plans has centered on their tendency toward inflexibility and rigidity and a resulting waste of educational resources. Our educational system has grown to its present dimensions and quality by allowing each institution to develop freely the programs in which it has outstanding faculty resources and competence. For certain institutions, high quality programs can be planned and exceptionally competent faculty members employed, but experience has shown that excellence often arises out of a fortuitous combination of faculty members and resources with little or no planning. When this happens, rigid limits placed on program level or research function may stifle a potentially outstanding contribution to the educational world. Faculty resources can easily be wasted at the very time when they must be maximized merely to maintain current levels of quality.

None of the three Master Plan Advisory Committees advocated a system of rigidly defined differential programs and functions. The Citizens Advisory Committee reported that "orderly expansion of public higher education in Illinois can best be achieved under the guidance of the State Board of Higher Education . . . rather than by detailed fixed powers and limitations written into state laws."

The Faculty Advisory Committee and the President's Advisory Committee would establish several advisory panels consisting of scholars drawn from colleges and educational and research agencies from outside the state. Each panel would evaluate applications to offer specialized programs, in some broad academic field such as Humanities, Social Science, Natural Science, Biological Science.

Master Plan Committee E (Research) proposes a single council of scholars to approve major research projects and to distribute new research funds among the state universities. Because research and advanced graduate instructional programs are so closely related, the report states such a council could also be used to review applications to offer new doctorate level programs.

Recommendations 24 and 25 take advantage of the ideas presented by the advisory and technical committees for a flexible development of graduate and research work.

PROGRAM RE-EVALUATION

The recommendation on the discontinuance of programs will allow a continuing statewide appraisal of the necessity and effectiveness of all existing programs. The constant changes in career requirements for occupational and professional fields and the economics of education make it imperative to discontinue obsolete or clearly unproductive programs. Chief administrators sometimes allow continuance of acknowledged obsolete curriculums because of certain faculty forces working with sympathetic interest groups outside the college. With diminishing demands for some programs the state may find it advantageous to center in one or two places the resources now scattered in several institutions.

ADULT AND EXTENSION EDUCATION AND PUBLIC SERVICE PROGRAMS

Master Plan Committee G reported on the need to expand the number and variety of course offerings to adults, both through on-campus and extension programs. The requirements in this field are increasing rapidly. Knowledge is now said to double each decade with the result that adults must continue their education for a lifetime. Occupations and related skills become obsolete, new social institutions arise as others die out or change radically, and the personal knowledge necessary to live in and be effective in a democratic society as complex as ours continues to be an unending challenge. Under these conditions it is imperative to make available a liberal education for the total population. Committee G recommends a council similar to that proposed in Recommendation 26 in order to coordinate and expedite the development of adult education and extension programs.

MEDICAL EDUCATION

In the development of the Master Plan, the Board and its staff were unable to devote the time and money necessary to conduct a study of the needs for new programs in the medical sciences. These needs should be studied by nationally recognized specialists, including representatives from medical schools of several sizes and emphases. Several of the Study and Advisory Committees and both the University of Illinois and Southern Illinois University consider an immediate study essential, especially in view of the new federal monies which will be available for construction of medical facilities.

TEACHER EDUCATION

A need is also apparent for a thorough study of teacher education including programs of instruction, certification practices and future needs. The state must estimate the impact of the changing character of the state universities on the production of qualified teachers for all levels of instruction.

Chapter 4—A STATE SYSTEM OF JUNIOR COLLEGES

A—Recommendations

ILLINOIS JUNIOR COLLEGE BOARD

30. Public junior colleges be separated in an orderly fashion from the common schools and become a part of the state's system of higher education. The first step to achieve this be the creation of a new board of nine members to be known as the Illinois Junior College Board with the responsibility for planning and coordination of programs, services, and state aid for the public junior colleges.

a. Composition

i. Eight members appointed by the Governor—for six-year overlapping terms. Chairman to be designated by the Governor.

ii. Superintendent of Public Instruction voting member ex officio.

b. General Powers and Duties

i. Assume all of the powers and duties presently assigned to the Office of the Superintendent of Public Instruction with reference to junior colleges.

ii. Provide statewide planning for two-year colleges as institutions of higher education and coordinate the programs, services and activities of all public junior colleges in the state.

iii. Assume responsibility for the recognition of two-year colleges.

iv. Plan for and encourage the development of additional junior colleges in appropriate locations. It is intended that certain of these institutions perform the functions of area technical institutes as defined in the Higher Education Facilities Act of 1963.

v. Approve feasibility surveys. Surveys may be conducted either for the inclusion of existing institutions in the new state system (31 below) or for locating new institutions. The Board should assume full responsibility for organizing, conducting and financing all surveys.

vi. Develop articulation procedures between the junior colleges and the four-year colleges and universities to the end that maximum freedom of transfer between junior colleges and degree-granting institutions be available, consistent with minimum admissions policies (established by the Board of Higher Education under Recommendations 4, 5, 6, 7, and 8 above.)

vii. Conduct, in cooperation with the two-year colleges, continuing studies of student characteristics, admission standards to programs, grading policies, performance of transfer students, qualifications and certification of faculties and of other problems of junior college education.

viii. Receive and administer all state aid for junior colleges, and develop such formulas, including equalization formulas, as will provide each institution under the two systems of aid described below with its just share. (Recommendations 31 and 32.)

ix. In cooperation with other state agencies plan the allocation of all federal funds for instructional programs and student services including such funds for vocational and technical education and retraining as are to be allocated by state or federal agencies to public and nonpublic junior colleges.

x. Appoint curriculum advisory committees as needed including a Vocational-Technical Advisory Committee consisting of representatives of labor, industry and business, professions, and of appropriate public and private agencies.

xi. Make appropriate rules and regulations for carrying out the general and specific powers of the Board.

xii. Prepare a report biennially to the General Assembly and to the public generally on the status of junior college education, its problems, needs for improvement and projected developments.

xiii. Employ an Executive Officer and staff to assist the Board.

STATE SYSTEM OF JUNIOR COLLEGES

31. There be established a new state system of junior colleges each to be locally initiated and administered under the general supervision of the Illinois Junior College Board.

a. Establishment.

i. Established in accordance with the present junior college district law (Illinois Revised Statutes, Ch. 122, Sec. 13-25 f.), except as provided in Recommendation 33 below.

ii. District must contain a population of at least 30,000 and have an assessed valuation of at least $75,000,000 (as provided by existing law).

iii. District to consist of three counties or be of a size that, in the judgment of the Illinois Junior College Board, will produce an enrollment of 1,000 full-time students within 5 years except in the Chicago metropolitan area where the size be 2,000 full-time students within 5 years. In application to Junior College Board for approval to establish a college, initial plans must be for facilities to accommodate at least 1,000 full-time students.

b. Powers of the local district junior college board:

i. Selection of administrators and staff.

ii. Approval of operating budgets.

iii. Approval of instructional standards, student activities, and other matters relating to instructional and student affairs including admission standards to particular programs.

iv. Initiation of proposals for new programs of instruction and of student and public service.

v. Initiation of proposals for site of campus or campuses, building plans for such locations and development of capital budgets.

c. Powers of the Illinois Junior College Board:

i. Recommend general geographic location and of site to the Board of Higher Education for its approval.

ii. Review each major program and service to be offered except individual courses initiated as reasonable and moderate extensions of existing major programs and, if approved, submit to the Board of Higher Education for final approval.

iii. Review all building plans and capital budgets to determine the proportion of the cost to be paid out of other than local funds.

iv. Review of operating budgets to determine unit costs and state aid shares.

d. Financing capital construction of the new junior colleges.

i. State and/or federal aid for new construction and major rehabilitation be 75% of total cost for each academic building and campus site approved by the Junior College Board. After 1971, state and/or federal aid for new construction and major rehabilitation be reduced to 50% of total cost.

ii. Local district pay 25% of capital costs until 1971 and 50% thereafter. Local share may include cost of land and site development.

iii. Junior college districts organized under the Junior College district law in the School Code and meeting the criteria set forth in this Recommendation may apply for state construction grants for any academic facility built or bought under a contract entered into after July 7, 1964.

e. Financing operations of the new junior colleges.

i. State share be approximately 50% of average operating costs of the new junior college system provided under this Recommendation.

ii. Shares for individual institutions be determined by a flat grant of aid and/or an equalization grant based on the relative financial capabilities of the several junior college districts, with amounts to be established through use of formulas.

iii. Tuition not be charged to any Illinois resident. Local share of operating and capital costs, as determined by the Illinois Junior College Board, to educate out-of-district students be charged, except insofar as paid by local districts which levy a tax for this purpose, directly to office of County Superintendent where student resides. The County Superintendent in turn charge this amount against state aid funds to the high school or unit district of student residence.

f. Miscellaneous

i. Institutions be for commuting students primarily. Residence halls be provided at nominal cost only to students from out-of-district enrolled in a program not offered in a public college in the student's district of origin.

ii. It be the policy of the state to maintain the public junior colleges in the state system as two-year institutions and to discourage such colleges from attempting to become 4-year degree granting institutions.

iii. No new local public junior colleges be established except those meeting the standards prescribed in this Recommendation.

CONTINUANCE OF EXISTING JUNIOR COLLEGES

32. Existing junior colleges retain their existing status without penalty.

a. Powers of supervision over such institutions now vested in the Superintendent of Public Instruction be exercised by the Illinois Junior College Board.

b. State aid to such institutions be continued at present or slightly increased levels for operating costs only.

c. Tuition may be charged resident students in accordance with the existing law but out-of-district students be compensated for as provided in Recommendation 31.

d. Existing junior colleges be encouraged to become part of the state system whenever they find it possible and advisable to do so.

EXISTING JUNIOR COLLEGES INTO STATE SYSTEM

33. That in order to expedite the transition of existing junior colleges into the new state system the General Assembly provide that the area comprising the common school district now supporting a Junior college be a separate junior college district with the tax rate currently authorized for junior college support, if any, continued for the new district, provided that:

(1) The Board of Education controlling the present common school district, by a ⅔ vote to divest itself of all governing and control powers over the junior college or colleges under its jurisdiction.

(2) The appropriate county officer, under state law, call for election of a new seven (7) member governing board for the Junior College District elected at large from the new district as provided in the School Code Ch. 122, Sec. 13-31. (This code provides that in cities exceeding 500,000 population, the Board of Education shall be appointed by the Mayor.)

(3) No member of a Board of Education controlling a common school district also be a member of a Junior College District Board.

(4) The Board of Education controlling the present common school district agrees to continue to govern and administer the junior college if and until the new Junior College District Board has been duly elected and sworn in.

(5) If the existing district has not authorized a tax for junior college support that such a tax be approved for the Junior College District under current law.

B—Comment

JUNIOR COLLEGES AND THE COMMON SCHOOL

Some persons believe the two-year colleges are primarily a part of the common school system rather than part of the state's program of higher education. The following facts support this view:

1. All but one junior college are operated by local boards of education also operating a common school.
2. Junior college legislation is part of the common school code.

3. Two-year college teachers are certified in the same manner as high school teachers.

4. Generally the chief professional officer of a two-year college is the head of a common school system.

5. Physical facilities and staff are frequently shared with a secondary (or elementary) school.

6. Some general supervision over junior colleges is assigned to the Superintendent of Public Instruction. This includes:

   a. Processing of claims for state aid.

   b. Initial authorization to conduct a referendum to establish a junior college.

The Board is convinced of the necessity of separating the two-year colleges from the common school system. Specifically, junior college identification with the common school system has contributed to the following difficulties:

1. Inadequate attention to the junior college is given by governing boards. In some instances the junior college is considered readily expendable if facilities and funds are limited.

2. Sharing facilities with high schools is common and usually means that junior college students use the same library, the same lunchroom, the same cafeteria, the same classrooms, laboratories, and shops as do high school (and even elementary) children.

3. Sharing of faculties is common. A junior college student might study American History under the same teacher, and use the same reference books, as he had in high school.

4. Failure to provide adequate technical programs is a serious weakness of the Illinois junior colleges. (See Chapter 3). The Board of Vocational Education and Rehabilitation reports that, in 1963-64, only 11 of 24 Illinois junior colleges operated an approved technical program and none offered more than three. (The Vocational-Technical Institute at Southern Illinois University offered five). Some junior colleges which have existed for as long as 35 years offer no technical programs which are eligible for federal aid. Furthermore, the Board reports that since 1959 the junior colleges (and other public institutions), could have matched $1,117,820 of federal funds which were available but

not used. This constituted more than half the total amount available.

5. Some junior colleges also fail to provide college transfer programs comparable in quality to those of four-year institutions. The report of Study Committee B—Admission and Retention of Students shows that junior college transfers to Illinois four-year institutions at the junior level fail to do as good work as native students in the junior and senior years and a much larger proportion of them drop out before graduation.

This is not to say, of course, that all junior colleges and junior college students fail to do fine work. A number of the colleges are excellent and considering the handicaps under which most of them have labored, their record may be viewed as praiseworthy.

The chief handicap which junior colleges have not been able to overcome is their identification with the common school system. It also accounts for the relatively low prestige of the junior colleges. In general, under this system, the two-year colleges in Illinois or elsewhere, have been poorly financed, badly housed, and inadequately supervised.

BOARD PROPOSAL

The Board proposes a plan which removes the two-year colleges from the common school system while continuing local governance and control. Such supervision by the state as the state's financial assistance makes appropriate would be exercised by a new agency, the Illinois Junior College Board, a distinctly higher education agency with no common school connection. This arrangement is an essential ingredient on which the Board believes there should be no compromise. It is recommended by study committees D, F, and H and by both the Citizens and Faculty Advisory Committees. It is also recommended by the Illinois Association of Junior Colleges and by the Illinois Association of School Boards. The Board knows of no responsible group that does not agree with this position.

ALTERNATIVE PROPOSALS

The Board does *not* favor some of the revisions that were suggested at public hearings.

Specifically, the Board does not believe that it would be in the best interests of the state to have the newly-established junior colleges wholly state-financed and controlled. The Board agrees with the position of the Illinois Association of Junior Colleges, the Illinois Association of School Boards, the Illinois State Chamber of Commerce, the President's Advisory Committee and numerous others that Illinois will be served best by a partnership of local initiative and state supervision and aid.

The considerations supporting this position are both philosophical and pragmatic. They include a conviction that a degree of local responsibility is desirable so that the programs can best meet local needs. The demonstrated experience in other states, as well as in Illinois, reveals that local control can be both effective and economical. Local citizens have established through referenda no less than 9 new junior colleges in the last six years, 6 in the last three years. These colleges now enroll over 4,200 students.

Furthermore, some of these junior colleges demonstrated that it is possible to begin classes within months after authorization. Frequently there are physical facilities available to locally-controlled institutions that can be used pending later capital construction. This permits beginning instruction as much as two or three years earlier than would otherwise be possible. Such facilities might not be available to the State.

While some persons have pointed out the failure of junior college referenda in a few districts and expressed the fear that local initiative may not be forthcoming, it should be noted that all recent referenda have occurred during the uncertainty of the nature of the state plan. The possibility of securing full state financing, the dangers of acting prematurely, and the lack of any clear state policy on junior colleges have all served to discourage local initiative. The staff believes that the upgrading of the status of local junior colleges and the additional state support contained in the Master Plan, along with a clear statement of the State's intentions for the next few years will serve to stimulate substantial local activity. If these improvements fail after a fair trial, and this trial period should last at least until 1971, then another program should be developed. But the staff is confident that by then there will be at least a dozen new, comprehensive junior colleges and that junior college enrollments will exceed the 77,000 students projected by Committee A.

In contrast to all other plans, that suggested by the Board is both economical and timely. It firmly establishes the junior colleges as a part of higher education. It preserves the advantages of local initiative and control, and it assures adequate state participation to maintain high standards. It is also far less costly than other alternatives and can be implemented quickly. New institutions could be established and enroll students in 1965 or 1966. No existing institutions would be harmed in any fashion. A national expert on the junior college, Dr. Leland Medsker,* formerly of Chicago, has examined the plan and given his enthusiastic approval.

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* Vice-Chairman of the Center for the Study of Higher Education, University of California, Berkeley; immediate past president of the Association for Higher Education and member of the Educational Policies Commission of the National Education Association.

Chapter 5—PHYSICAL FACILITIES

A—Recommendations

COMMUTER EMPHASIS OF NEW PHYSICAL FACILITIES

34. State authorization for construction of physical facilities emphasize commuter institutions and campuses and place less emphasis than in the past on the expansion of facilities for undergraduate education on the main campuses of the existing state universities.

SCHEDULE OF CONSTRUCTION 1965-1971

35. The following schedule of a minimum construction program be observed by the institutions involved, by the Board of Higher Education and by the Governor and General Assembly in planning new facilities and in making state funds available for their construction at the public colleges and universities (the dollar amounts are staff estimates and are subject to change upon further review):

1965

State share of junior college construction
First part of phase two of Chicago Circle
New campus Chicago Teachers College South, planning and site
Other state university construction and rehabilitation
(Includes U. of I. Medical Center Campus)

Minimum estimated cost: $100 million

1967

State share of junior college construction
Last part of phase two of Chicago Circle
New campus Chicago Teachers College South
First phase of construction

New experimental or other college, planning and site
Other state university construction and rehabilitation
(Includes U. of I. Medical Center Campus)

Minimum estimated cost: $97.8 million

1969

State share of junior college construction
New campus Chicago Teachers College South
Second phase of construction
First part of second phase of Edwardsville
New four-year experimental or other college
First phase of construction
Other state university construction and rehabilitation
(Includes U. of I. Medical Center Campus)

Minimum estimated cost: $93.8 million

Minimum estimated GRAND TOTAL 1965 to 1971: $285.8 million

The above schedule should be reviewed prior to the 1967 General Assembly and again in 1969.

SPACE UTILIZATION

36. The state colleges and universities gradually improve the utilization of classroom, laboratory, and other physical space both throughout the day and throughout the year, and that the Board of Higher Education consider the current and projected utilization of the total physical plant of each campus of a university or college in approving the capital budget for any new building or facility to be located there.

a. The Board of Higher Education establish an advisory committee for physical facilities, composed of members selected from Illinois institutions, to maintain a continuous study of physical space, of space use and of future space needs; to recommend standards for use of various categories of space; to determine per student and other costs of construction and rehabilitation and to recommend means for reducing such costs where and whenever feasible without jeopardizing the effectiveness of the instructional, research, and service programs.

b. The Board of Higher Education appoint to its staff a specialist to direct and coordinate the work of the committee

recommended above and to advise the Board on effective use and construction of physical space.

B—Comment

Chapter 3 discussed the tremendous unmet need in Illinois for commuter type institutions and recommended that more educational programs be offered in the great population centers. The educational motive is to increase the college-going rate of able students and to bring educational opportunities to those who would not otherwise have them. The economic motive is also strong. The cost of building and operating commuter type colleges, especially junior colleges, is much less than for residential institutions.

CONSTRUCTION COSTS

Public Institutions

The initial cost of building a junior college is about $3,000 per fulltime student, whereas the cost of building a new four-year institution or of expanding present state university campuses costs about $5,000 per student. The operating costs of junior colleges average about $600 per student as against $800 to $1200 for the lower division student at most state universities. Even if the quality and scope of the junior college programs were to be greatly improved, as recommended in Chapters 3 and 4, the difference in operating costs would remain large.

The difference would be still greater if the direct and indirect costs of operating residence facilities on campus were added. For budget purposes in California, a 15% increase in operating costs is added if as many as one-fourth of the students live on campus. Resident students exceed this figure on all main campuses of the six state universities in Illinois.

By 1971, when 95,000 more students will be in public colleges and universities than in 1965, the difference to the state in capital and operating costs between supporting commuter institutions or residential campuses can run into many millions of dollars. If all additional students attended commuter type junior colleges instead of state universities, the difference in capital costs alone would be close to $200 million. The difference in operating costs would be over 60 million dollars per year by 1971. It is not desirable to force every new student into a junior college, however excellent these colleges become, but there are good educational and economic grounds for encouraging a very large proportion of them to enroll in such colleges or in commuter senior colleges. (The California

TABLE 4

Minimum Construction Costs for Increased Enrollments Only

1965—1971

(In millions of constant 1963 dollars)

Year	(1) Projected Fulltime Enrollment through next Biennium	Net Increase in Fulltime Enrollment	(2) Cost	(3) Plus Factors	(3) Minus Factors	Total Cost
		State Universities & Colleges				
1965	96,790	18,584	$ 92.9	$	$−32.4(a)	$60.5
1967	111,988	15,198	76.0		−15.5(b)	60.5
1969	125,504	13,516	67.6		−15.5(b)	52.1
Sub-Total to 1971:		47,298	236.5		−63.4	173.1
		Junior Colleges				
1965	25,807	6,898	20.9	+10.(d)	−6.4(c)	24.5
1967	31,687	5,880	17.6	+10.(d)	−5.5(c)	22.1
1969	37,025	5,338	16.0	+10.(d)	−5.1(c)	20.9
Sub-Total to 1971:		18,116	54.5	+30.0	17.0	67.5
		Totals				
1965	122,597	25,482	113.8	+10.0	−38.8	85.0
1967	143,475	21,078	93.6	+10.0	−21.0	82.6
1969	162,329	18,854	83.6	+10.0	−20.6	73.0
Grand Total to 1971:		65,414	291.0	+30.0	−80.4	240.6

(1) Fulltime equivalent for junior colleges to account partially for the very large parttime enrollments.

(2) $5,000 × column 3 for state universities and colleges and $3,000 × column 3 for junior colleges.

(3) Listed below by letter designation:

- (a) 1963 State Building Authority authorization.
- (b) Increased utilization savings—Committee I estimate.
- (c) Share to be paid by local junior college districts (¼ of total cost, including federal funds).
- (d) Estimated to construct day-time facilities where existing junior college uses high school facilities only during the evening hours.

Master Plan Study found no difference in cost of expanding an existing university campus or of building a new one except for land costs and the lower cost of the campus facilities for commuter students.)

Table 4 shows the capital needs for the public institutions from 1965 to 1971 in constant 1963 dollars. The amounts shown are for increased enrollments only. Additional sums will be needed for the University of Illinois Medical Center and for certain special purpose buildings (heating plants, research, public services, etc.) on the main campuses of the six state universities. These building needs usually do not relate directly to increased enrollments and the amounts for them and the Medical Center are estimated at $15 million per biennium.

The total dollar costs for minimum construction for increased enrollments and for other construction for the next three bienniums are reflected in Recommendation 35. They are:

Biennium	Increased* Enrollments	Other Construction	Total
1965—67	$ 85.0 million	$ 15.0 million	$ 100.0 million
1967—69	82.6 million	15.0 million	97.6 million
1969—71	73.0 million	15.0 million	88.0 million
		Total 1965—1971	$ 285.6 million

* See Table 4.

Note: All figures above and those in Table 4 are estimates from a 1963 dollar base and will need to be adjusted for inflation or deflation. Additional costs may arise from a more rapid increase in graduate and other enrollments than those projected on the moderate trend of 1950-1963. The dollar amounts for construction could be partially offset as federal aid is made available and accepted by the state.

About two-thirds of all capital funds are to be expended for commuter institutions and about two-thirds of the projected full-time enrollments can be accommodated in them.

Recommendations 30 to 35 provide means for considerable savings in construction costs to the state. The commuter student will also save substantial out-of-pocket costs. During the past five years each dormitory bed space has cost an average of $5400 and in the last year over $6000 on some campuses of the state universities. If interest costs of the bonds are added, these figures at least double. All these costs are paid by the students. The State Scholarship

Commission reports the difference in costs to the commuter and to the resident student to be about $600 per year. This amount is an important factor in college-going, especially since the median family income in the North Central states in 1962 was just $6,300, hardly enough to finance one, to say nothing of two or three children through residential colleges.

Nonpublic Institutions

Master Plan study Committee I—Physical Facilities, based on the Master Plan enrollment projections and data which the committee obtained made the following estimates of costs for building nonresidential facilities for the nonpublic colleges and universities.

Construction Costs for Increased
Enrollments—Nonpublic Institutions
1965-1975

	1965-70	1970-75
Universities	$104,808,000	$ 91,088,000
Colleges	54,740,000	50,232,000
Two-Year Colleges	7,707,000	7,314,000
	$167,255,000	$148,634,000

According to the U.S. Office of Education sources, nonpublic institutions in the nation expect to obtain construction funds primarily from gifts and grants.* These institutions also reported that the sources of 20% of their anticipated funds were not known.

BUILDING UTILIZATION

Master Plan Committee I conducted a physical space utilization study of all cooperating institutions, public and nonpublic. It found that classroom and laboratory utilization in the state universities and nonpublic institutions was well above average for similar institutions in the nation, and in several instances the state universities ranked above the 90th percentile. This record probably cannot be matched by any other state system of institutions. Nevertheless the committee recommended that utilization be improved in the state universities by adopting appropriate standards and by increasing the use of late afternoon and evening hours. (Only Southern and Northern use the late hours extensively). The standards are reasonable and if adopted by the Board should be achieved within a short time. The suggested standards for daytime use are:

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* *College and University Facilities Survey,* U.S. Office of Education publication OE—51006, 1964. pp. 76-77.

a. Classroom utilization from 7 A.M. to 5 P.M. of 30 hours per week average room period usage and a station utilization of 60%.

b. Teaching laboratory utilization from 7 A.M. to 5 P.M. of 20 hours per week average room period usage and a station utilization of 80%.

Adoption of these recommendations will achieve an average increased utilization of 13.2% in classrooms and laboratories over the average use found by the study in 1962-63. This increase in utilization of classrooms and laboratories will require added supporting space for offices, libraries, and other related instructional facilities. However, Committee I estimates that the improved utilization will save over $31 million in construction costs by 1970 and another $45 million by 1975.

Recommendation 35 takes into consideration these savings which are to be achieved by better utilization during the regular day program. The staff believes that experience in other states and at Southern and Northern Illinois Universities show that space use can also be greatly improved during the evening hours, resulting in additional savings to the state.

To aid the Board in making periodic space use studies Committee I recommended the establishment of a joint committee consisting of institutional representatives and the employment of a staff member for the Board to supervise and coordinate such studies.

The Higher Education Act of 1963 requires space utilization data from both public and nonpublic institutions as one of the criteria for receiving federal aid.

Chapter 6—FINANCING

A—Recommendations

STATE AID TO JUNIOR COLLEGES

37. State support for junior colleges be increased as described in Recommendation 31. The new level of support may require appropriations somewhat as follows:

Estimated State Appropriations for Operating Aid to Junior Colleges
(in thousands of constant 1963 dollars)

Biennium	Low	Medium	High
1965—67	$ 13,475	$ 14,685	$ 15,878
1967—69	16,215	18,860	21,620
1969—71	19,890	22,770	26,365

(These estimates, based on past trends, are quite tenuous because the creation of new junior colleges in population centers may increase college attendance above the projections. The estimates assume an improvement in the quality and scope of junior college instructional and service programs.)

APPROPRIATIONS FOR STATE COLLEGES AND UNIVERSITIES

38. The current level of state support for operating costs of the state universities and the Chicago Teachers College be maintained. (This implies increased appropriations to provide for higher salary levels, and for increases in student enrollment. It also assumes a continued improvement in the quality and scope of instructional programs, research, and public service. It assumes many more students enrolled in graduate work. But it also includes a conscious policy of holding down freshman enrollments to secure a better balance than now exists with enrollments at the upper division level.)

Past experience suggests that the biennial appropriations for operating expense may be somewhat as follows:

Estimated State Appropriations for Operating Expense
of State Universities
(in thousands of constant 1963 dollars)

Biennium	Low	Medium	High
1965—67	$ 318,169	$ 325,919	$ 333,810
1967—69	383,442	395,230	407,137
1969—71	446,782	463,182	483,575

TUITION AND FEES

39. The rates of tuition and fees at the state universities be considered by the Board of Higher Education in its analysis of the biennial budget requests. The Board be authorized to establish general policies with respect to charges for extension and adult education courses and for public services.

CAPITAL NEEDS

40. Capital needs for instructional buildings be financed, if possible, from current revenues or, if not possible, from a general obligation bond issue.

REVENUE BOND PROJECTS

41. Capital needs for non-instructional uses including dormitories, union buildings, field houses, stadia, other recreational facilities, parking lots, etc., be generally financed by non-tax funds. Each state-supported institution be required before final commitments are made, to inform the Board of Higher Education of all such projects, whether tax funds are to be used or not, and to demonstrate that such projects are not inconsistent with the Master Plan and with the instructional buildings that are provided for therein. If the project is found inconsistent it could be denied by the Board.

B—Comment

No responsible citizen wishes to see the state universities decline in quality and usefulness. There is a growing awareness that the challenges of recent technological advances, ideological conflicts, and rapid social change have enormously widened the educational needs of the state and nation. The increase in the demand for higher education far exceeds the arithmetical increase in population, dramatic though that has been. Quality education is essential for national survival and for securing our economic and social well-being.

LARGER APPROPRIATIONS

Master Plan or no Master Plan, the financial obligations toward higher education are certain to increase. Committee J has estimated that the operating costs of the existing state universities will be 54% higher, in constant dollars, in 1965 than they were in 1960, and by 1975 they will have increased 249%. A study for the Illinois Commission on Revenue projected increases as shown below:

Revenue Commission Projections

State Tax Revenue for Educational and General Expenditures of Higher Education (in thousands)

Biennium	Low	Medium	High
1961—63 (actual)	$221,848	$221,848	$221,848
1963—65	271,379*	279,403*	287,355*
1965—67	330,696	350,321	369,736
1967—69	420,214	465,330	508,848
1969—71	440,053	533,203	574,414

State Tax Revenue for Capital Expenditures of Higher Education (in thousands)

Biennium	Low	Medium	High
1963—65	$ 49,740**	$ 59,401**	$ 72,112**
1965—67	70,840	77,000	84,710
1967—69	62,110	71,235	78,296
1969—71	81,430	91,060	106,430

* The actual appropriations totalled $270,717,000 for the state universities.

** The actual appropriations totalled $43,730,000.

Source: Report of the Commission on Revenue, 1963, p. 531.

The burden of these projected increases in state appropriations is further emphasized by the estimate of Committee J that the operating costs by 1975 will take at least twice as great a percentage of Illinois personal income as in 1960.

Furthermore, it would be tragically short-sighted to fail to raise steadily the quality and scope of instruction, research, and public service in the state colleges and universities. Public higher education has consistently demonstrated its capacity to render service of a high level to the citizens. The State of Illinois will need to increase substantially its investment in higher education if the needs of the next two decades are to be met. At a minimum state appropriations ought to double in the next decade and treble by 1980.

CAPITAL FINANCING

Capital construction for instructional buildings at the state universities will continue to require substantial appropriations. The most economical method of providing the needed funds for this purpose is through appropriations from current revenues.

However, there is some justification for borrowing the funds for capital construction and paying the principal and interest over a period of years while the buildings are being used. This is a common practice in private industry and in local school districts. It is also used by the Illinois state universities to finance the construction of dormitories, union buildings, field houses, stadia, and other recreational facilities.

If borrowing is resorted to by the State, there is a choice between general obligation bonds and revenue bonds. (The Illinois Building Authority). The Illinois Constitution requires approval of general obligation bonds at a state-wide referendum held at the time of a general election.

Revenue bonds can be issued more expeditiously, saving the time lag of the bond referendum and the uncertainty of its outcome. But they are more expensive in the long run because of their higher interest rate.

For example, a classroom building which costs $3,000,000 to construct costs the taxpayers only $3,000,000 if built from current revenues. If financed by 40-year general obligation bonds at 2½% interest, the final total cost to the taxpayers will approximate $4,500,000; with 40-year revenue bond financing the final cost, assuming 3½% interest, will total $5,100,000.

BALANCED ENROLLMENTS

The above estimates indicate the importance of plans that will yield the maximum quality at the lowest cost. This is the reason for recommending arrangements that will shift some portion of increase in freshman-sophomore enrollment to the lower cost two-year colleges.

Such a shift will also strengthen the undergraduate program of the four-year institutions. It will reduce the number of academic failures and college drop-outs. It will raise the level of classroom instruction and the academic standards therein. It will help balance the enrollments of upper- and lower-level students.

The careful planning of major dormitory construction and the phasing in of new dormitory spaces for freshman-sophomore students are elements in this arrangement along with the fixing of minimum admission standards. These elements go hand-in-hand. The slowing down of dormitory construction need not encourage greater use of sub-standard housing. In most institutions dormitories are used most heavily by incoming freshmen. As long as desirable dormitory housing is readily available, it is to be expected that the proportion of freshmen and sophomores will be inordinately large, particularly since the institutions must fill the dormitories in order to pay for them. A shortage of approved housing for lower division students has the effect of inducing the institution to screen its applicants more carefully. It would encourage some applicants to choose other colleges where housing space is available or where they can live at home. It would also make available more housing for upper level and graduate students. All of these results have merit.

TUITION AND FEES

While it would be unwise for the Master Plan to prescribe a rigidly defined set of tuition charges and fees to support revenue bond projects, there is need to insure that these charges implement consistently the planning policies of the Board of Higher Education and the decisions of the General Assembly. This can best be achieved by granting the Board some authority with respect to tuition and fees. It is appropriate that the analysis of them be related to the Board's existing statutory authority concerning budgets. Without this consideration, the Board would be handicapped in its planning responsibilities as well as in its duties of budget analysis.

ADDITIONAL FUNDS

Some additional appropriations will need to be made to finance the innovations of the Master Plan. Funds will be needed for the administrative expenses of the Illinois Junior College Board. Some additions ought to be made to the appropriation for the Board of Higher Education to provide for a staff specialist in building utilization, for the work of the advisory commissions, and for the special studies (medical education, teacher education, experimental college, scholarships, etc.). It is estimated that all of the above might cost from $250,000 to $375,000 for the 1965-67 biennium. In addition, there will be greater costs for the state scholarship program to provide for the recommended growth.

All told the cost of the Master Plan in the 1965-67 biennium may total as much as $130,000,000 to $150,000,000 more than is currently appropriated for this biennium for higher education. (This includes an increase of $80 million in capital expenditures above those currently being provided through the Illinois Building Authority for fiscal 1965-67). Committee J estimated that operating appropriations alone would increase by $225 million in the 1969-71 biennium.

The Citizens Advisory Committee included in its report these final comments:

> "The need for increased appropriations for higher education is immediate. In order to secure the funds necessary to meet this the General Assembly might adopt one or more of the following alternatives:
>
> (1) Broaden the base of existing taxes.
> (2) Increase the rates of existing taxes.
> (3) Adopt new taxes which can become effective without constitutional amendment.
>
> This does not suggest that amendment of the Revenue Article of the State Constitution may not be found necessary to meet long-term needs. (New taxes based on the revision of the State Constitution could not provide revenue before the 1967-69 biennium. This is because any amendment proposed by the General Assembly in 1965 would need voter ratification in November, 1966, before further legislative action could be taken.)"[11]

Chapter 7—ORGANIZATION AND COORDINATION

A—Recommendations

NONPUBLIC COLLEGES AND UNIVERSITIES

42. The Board of Higher Education, in fulfilling its future statewide planning functions, continue to involve faculty and staff members from the nonpublic colleges and universities on advisory and study committees, to collect planning data from such institutions as wish to cooperate in statewide studies, and to seek methods by which the independent status and role of the nonpublic institutions can be preserved and enhanced.

EXISTING GOVERNING BOARDS

43. No change be made in the composition of the three existing governing boards of the state universities except that:

a. The members of the Board of Trustees of Southern Illinois University be geographically representative of the state as a whole.

b. Alumni status not be a prerequisite for selection to the Board of Trustees of the University of Illinois.

CHICAGO TEACHERS COLLEGE

44. The State acquire the Chicago Teachers College and place it under the governance of the Teachers College Board.

NAME OF TEACHERS COLLEGE BOARD

45. The name of the Teachers College Board be changed to "Board of Governors of State Colleges and Universities."

ILLINOIS JUNIOR COLLEGE BOARD

46. The relationship of the Illinois Junior College Board to the Illinois Board of Higher Education be the same as that of the

governing boards of the several state universities to the Board of Higher Education under present statute.

MEMBERSHIP BOARD OF HIGHER EDUCATION

47. The Board of Higher Education have added to its membership the Chairman of the Illinois Junior College Board, one other member of that board, and two additional members as citizens at large appointed by the Governor by and with the advice and consent of the Senate.

ADVISORY COMMITTEES

48. The Board of Higher Education establish permanent advisory committees as needed. Initially such committees to consist of the following:

1. Citizens Advisory Committee.
2. Faculty Advisory Committee.

Both committees to meet semi-annually or oftener on the call of the Board. They are to consider over-all plans and procedures affecting higher education, including matters referred to them by the Board. Committee recommendations to be advisory only.

3. Commission of Scholars. (See Recommendation 24, Chapter 3.)
4. State Research Council. (See Recommendation 25, Chapter 3.)
5. Adult and Extension Education Council. (See Recommendation 26, Chapter 3.)

B—Comment

THE NONPUBLIC COLLEGES AND UNIVERSITIES

Nonpublic colleges probably more than the public have provided that valued diversity which has contributed so much to the strength of American higher education. These institutions have a great deal of freedom. They may, for example, accept only the intellectual elite, offer a narrow or a broad curriculum, accept students of only one sex, limit enrollments to keep the institution small, offer specific religious education, or do many other things which public institutions are rarely free to do. Each may innovate, experiment, or restrict as the philosophy of the governing board may dictate. The strength of nonpublic institutions lies in their freedom and in their devotion to liberal education which seeks truth while instilling in the student the enduring values of the society.

The Board of Higher Education which has used extensively the faculty and staff members of nonpublic institutions in developing the Master Plan should continue to do so in future planning.

The Board should also continue to enlist the cooperation of the nonpublic institutions in furnishing the broad spectrum of data so essential to sound statewide planning.

The Board of Higher Education can thus serve on a voluntary basis as a general fact-finding, harmonizing, and coordinating agency for all of higher education in the state.

GOVERNANCE OF STATE INSTITUTIONS

The Board believes that continued use of the present structure of governing boards for the state universities is desirable. The three boards, Trustees of the University of Illinois, Trustees of Southern Illinois University, and the Teachers College Board have clearly demonstrated their ability to foster both the expansion and the improvement of higher education. Furthermore, they have developed working relationships with each other that are increasingly cordial and constructive.

There are two basic methods of achieving unified effort and coordination in state-supported higher education. One is by establishing a single governing board to operate all the institutions. The Commission of Higher Education, specifically charged by the legislature in 1959 to prepare a "unified plan" for Illinois higher education, rejected this alternative in favor of the second method, that of creating a coordinating (planning) board separate from the boards governing the day-to-day operations of the institutions.

The choice of Illinois in setting up in 1961, a coordinating board in preference to a single governing board is consistent with the experience of other states and with recent trends throughout the nation. With an effective coordinating board charged with substantial responsibility to plan for all public institutions a single board is unnecessary. On the contrary there are sound reasons for avoiding such centralization.

One of the principal hazards of a unified board, even in states with relatively few institutions, is the tendency to neglect the function of over-all planning in favor of the more pressing details of every-day governance. University communities are complex in structure and necessarily diverse in their internal polity. Academic innovations frequently originate in departments and work their way precariously through a maze of faculty, senate, and college councils and committees before the administrative officers take them to the governing board for enactment. University government is sharply different from the business corporation that it appears superficially to resemble. This complexity is extraordinarily rewarding in practice albeit often burdensome to administrative officers and governing boards. It is difficult for a board to govern a large number of diverse institutions in view of the decentralization of the decision making process. Another difficulty arises from the reluctance of a lay board to meet frequently enough to give each institution the counsel and leadership which both faculties and administrators deem essential.

A move to increase the number of governing boards of the state universities is also undesirable and unnecessary. To justify an additional new governing board for any institution is to justify a separate board for each one. The rationale would also lead to separate boards for each of the campuses of the larger universities. A case can be built for allowing each institution to develop independently subject only to the rule of its board and the usual political and social forces. At the moment such action is contrary to the known needs of the state. The Board of Higher Education was formed to coordinate and otherwise bring harmony to the disparate boards and institutions of the state system. The underlying assumption is that the Board is empowered to and will provide objectivity, impartiality and equity in reviewing programs, recommending on budgets and planning for all state institutions. A separate board with representation on the Board of Higher Education is not necessary to the achieving of these ends for any institution. Inequities imagined and real and all aspirations of the institutions are currently being reviewed by the Board. In the implementation of the Master Plan through budgeting, programming and further planning the faculties of individual institutions will see less advantages and more disadvantages in having a separate governing board.

The Board will act at the appropriate time to implement the recommendation of the Presidents and the Faculty Advisory Committees that the present governing system be reviewed for effectiveness and desirability within five or six years.

Illinois should continue its present board structure with the specific improvements recommended above. These improvements include a few additional powers for the Board of Higher Education. It would have greater supervision over admissions, over tuition and fees, and over revenue bond projects. It would also be allowed under certain conditions to recommend discontinuation of programs. In addition, the Board would include under its authority those segments of higher education not presently under its control, the public junior colleges and the Chicago Teachers College. These changes can be accomplished without unduly disturbing existing governing patterns, and at the same time strengthen coordinating powers sufficiently to obviate the need for a single governing board for state institutions. Furthermore, the Board can perform the functions appropriate to state-wide planning with a relatively small staff while preserving the institutional autonomy of the colleges and universities.

ADVISORY COMMITTEES

The staff has urged the Board of Higher Education to form a number of advisory committees and commissions to give specialized assistance and to encourage better coordination and cooperation among the institutions of the state.

NAME OF TEACHERS COLLEGE BOARD

The name of the Teachers College Board is inappropriate since the institutions under its jurisdiction are designated as universities and three of them have programs broader than teacher education. The Plan proposes that the Chicago Teachers College be acquired by the State and placed under the jurisdiction of this Board. It would be appropriate to call the body "Board of Governors of State Colleges and Universities."

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BOARD OF HIGHER EDUCATION

1. Definitions.
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5. Compensation.
6. Board to prepare master plan for development — submit report.
   6.1 Medical study.
   6.2 State University and College Information System.
7. New Units of Instruction.
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(Senate Bill No. 766. Approved August 22, 1961. Amended 1967)

AN ACT creating a Board of Higher Education, defining its powers and duties, making an appropriation therefor, and repealing an Act herein named. (Approved August 22, 1961.)

Be it enacted by the People of the State of Illinois, represented in the General Assembly:

SEC. 1. The following terms shall have the meanings respectively prescribed for them, except when the context otherwise requires:

(a) "Public institutions of higher education": The University of Illinois; Southern Illinois University; the several universities and colleges under the governance of the Board of Governors of State Colleges and Universities, the several Regency Universities under the jurisdiction of the Board of Regents; the public junior colleges of the State and any other public universities, colleges and junior colleges now or hereafter established or authorized by the General Assembly.

(b) "Board": The Board of Higher Education created by this Act. As amended by act approved June 30, 1967.

SEC. 2. There is created a Board of Higher Education to consist of 16 members as follows: 10 members appointed by the Governor, by and with the advice and consent of the Senate; the respective chairmen of the Board of Trustees of the University of Illinois, the Board of Trustees of Southern Illinois University, the Board of Governors of State Colleges and Universities, the Board of Regents of Regency Universities, and the Illinois Junior College Board; and the Superintendent of Public Instruction. The Governor shall designate the Chairman of the Board to serve until a successor is designated. The 10 members appointed by the Governor with the advice and consent of the Senate shall be citizens of the State and shall be selected, as far as may be practicable, on the basis of their knowledge of, or interest or experience in, problems of higher education. If the Senate is not in session or is in recess, when appointments subject to its confirmation are made, the Governor shall make temporary appointments which shall be subject to subsequent Senate approval. (As amended by act approved June 30, 1967. S.B. No. 1166.)

Sec. 5. (a) The members of the Board whose appointments are subject to confirmation by the Senate shall be selected for 6-year terms expiring on January 31 of odd numbered years. Of the initial appointees, however, 2 shall be designated by the Governor to serve until January 31, 1963, 3 until January 31, 1965, and 3 until January 31, 1967.

Of the 2 appointees to be made by the Governor pursuant to this Act as amended by the 75th General Assembly, 1 shall be designated to serve until January 31, 1971 and 1 until January 31, 1973.

(b) The members of the Board shall continue to serve after the expiration of their terms until their successors have been appointed.

(c) Vacancies on the Board in offices appointed by the Governor shall be filled by appointment by the Governor for the unexpired term. If the appointment is subject to Senate confirmation and the Senate is not in session or is in recess when the appointment is made, the appointee shall serve subject to subsequent Senate approval of the appointment. (As amended by act approved June 30, 1967. S.B. No. 1166.)

Sec. 6. The Board shall hold regular meetings at such times as are specified in its rules. Special or additional meetings may be held on call of the Chairman, or upon a call signed by at least 6 members, or upon call of the Governor. A majority of the members of the Board shall constitute a quorum at all its meetings, but the approval of a new unit of instruction, research, or public service for a public institution of higher education, as provided in Section 7,[1] shall require the concurrence of a majority of all the members of the Board.

The Chairman of any board holding membership on the Board may designate an alternate to attend any meeting of the Board and such alternate shall have all rights and privileges of regular membership while acting for such chairman.

The Board may employ and fix the compensation of such professional and clerical staff and other assistants, including specialists and consultants, as it may deem necessary, on a full or part time basis. (As amended by act approved July 12, 1965.)

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[1] Section 187 of this chapter.

SEC. 5. The members of the Board shall serve without compensation but they shall be reimbursed for their actual and necessary traveling and other expenses while engaged in the performance of their duties.

SEC. 6. The Board shall analyze the present and future aims, needs and requirements of higher education in the State of Illinois, and prepare a master plan for the development, expansion, integration, coordination and efficient utilization of the facilities, curricula and standards of higher education for the public institutions of higher education in the areas of teaching, research and public service. The Board shall formulate the master plan and prepare and submit to the General Assembly and the Governor drafts of proposed legislation to effectuate the plan. The Board shall engage in a continuing study, analysis and evaluation of the master plan so developed and it shall be its responsibility to recommend, from time to time as it determines, amendments and modifications of any master plan enacted by the General Assembly.

SEC. 6.1. The Board shall conduct a comprehensive study to determine the need and requirements in this State for additional higher educational programs in the health professions of medicine, dentistry and related fields. Such study shall include a determination of the proper geographic locations for, the probable cost of and the necessary ancillary facilities such as hospitals and nursing schools required with the establishment of such additional programs, as recommended in the Board's master plan. The Board shall make a written report of this study and the Board's recommendations resulting therefrom to the Governor and the 75th General Assembly by March 1, 1967. (Added by act approved June 6, 1965.)

SEC. 6.2. The Board shall, in consultation with the Department of Finance of the State of Illinois, and after affording a full opportunity to the State universities and colleges to be heard, design and establish a State university and college information system to provide comprehensive, meaningful, and timely information pertinent to the formulation of decisions and recommendations by the Board. The information submitted by the universities and colleges shall be in compatible terms and the reports developed through the system shall conform to the procedures established by the Board of Higher Education in cooperation with the Management Information Division, Department of Finance. (Added by act approved Sept. 5, 1967. H.B. No. 2015.)

SEC. 7. The Board of Trustees of the University of Illinois, the Board of Trustees of Southern Illinois University, the Board of Governors of State Colleges and Universities, the Board of Regents of Regency Universities and the Illinois Junior College Board and the campuses under their governance or supervision shall not hereafter undertake the establishment of any new unit of instruction, research or public service without the approval of the Board. The term "new unit of instruction, research or public service" includes the establishment of a college, school, division, institute, department or other unit in any field of instruction, research or public service not theretofore included in the program of the institution, and includes the establishment of any new branch or campus. The term does not include reasonable and moderate extensions of existing curricula, research, or public service programs which have a direct relationship to existing programs; and the Board may, under its rule making power, define the character of such reasonable and moderate extensions.

Such governing boards shall submit to the Board all proposals for a new unit of instruction, research, or public service. The Board may approve or disapprove the proposal in whole or in part or approve modifications thereof whenever in its judgment such action is consistent with the objectives of an existing or proposed master plan of higher education.

The Board of Higher Education is authorized to review periodically all existing programs of instruction, research and public service at the state universities and colleges and to advise the appropriate board of control if the contribution of each program is not educationally and economically justified. (As amended by act approved June 30, 1967. S.B. No. 1108.)

SEC. 8. The Board of Trustees of the University of Illinois, the Board of Trustees of Southern Illinois University, the Board of Governors of State Colleges and Universities, the Board of Regents of Regency Universities and the Illinois Junior College Board shall submit to the Board not later than the 15th day of November of each even numbered year its budget proposals for the operation and capital needs of the institutions under its governance or supervision for each biennium.

The Board, in the analysis of formulating the biennial budget request, shall consider rates of tuition and fees at the state universities and colleges. The Board shall also consider the current and projected utilization of the total physical plant of each campus of a university or college in approving the capital budget for any new building or facility.

The Board of Higher Education shall submit to the Governor, to the General Assembly, and to the appropriate budget agencies of the Governor and General Assembly its analysis and recommendations on such budget proposals.

Each state supported institution within the application of this Act must submit its plan for capital improvements of non-instructional facilities to the Board for approval before final commitments are made. Non-instructional uses shall include but not be limited to dormitories, union buildings, field houses, stadia, other recreational facilities and parking lots. The Board shall determine whether or not any project submitted for approval is consistent with the master plan for higher education and with instructional buildings that are provided for therein. If the project is found by a majority of the Board not to be consistent, such capital improvements shall not be constructed. (As amended by act approved June 30, 1967. S.B. No. 1108.)

SEC. 9. The Board shall exercise the following powers and duties in addition to those otherwise specified in this Act:

(a) To cause to be made such surveys and evaluations of higher education as it believes necessary for the purpose of providing the appropriate information to carry out its powers and duties.

(b) To recommend to the General Assembly the enactment of such legislation as it deems necessary or desirable to insure the high quality of higher education in this State.

(c) To advise and counsel the Governor, at his request, regarding any area of, or matter pertaining to, higher education.

(d) To submit to the Governor and the General Assembly on or before the first Monday in February of each odd numbered year a written report covering the activities engaged in and recommendations made by it during the 2 calendar years which ended on December 31 of the last preceding even numbered year.

(e) To make rules and regulations for its meetings, procedures and the execution of the powers and duties delegated to it by this Act.

(f) To establish general policies with respect to the amount of charges for extension and adult education courses and for public services.

(g) To establish minimum admission standards for public junior colleges, colleges and state universities. Admission standards for out-of-state students may be higher than for Illinois residents.

(h)* To receive, receipt for, hold in trust, expend and administer, for all purposes of this Act, funds and other aid made available by the Federal Government or by other agencies public or private. (As amended by act approved April 19, 1967. H.B. No. 407.)

(h)* To design, establish, and supervise the operation of an information system for all State universities and colleges, to provide the Board with timely, comprehensive, and meaningful information pertinent to exercise of its duties. The information system shall be designed to provide comparable data on each State institution of higher education. (As amended by act approved Sept. 5, 1967. H.B. No. 2615.)

Sec. 10. The Board of Trustees of the University of Illinois, the Board of Trustees of Southern Illinois University, the Board of Governors of State Colleges and Universities, the Board of Regents of Regency Universities and the Illinois Junior College Board shall retain all the powers and duties heretofore given and conferred upon them by statute, except insofar as they are limited by the powers and duties delegated to the Board of Higher Education by this Act.

Nothing, however, in this Act shall be construed to prevent individual state universities and colleges from establishing higher minimum admission requirements and higher minimum admission requirements may be established for out-of-state students than for Illinois residents. (As amended by act approved June 30, 1967. S.B. No. 1184.)

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* Both (h) paragraphs were added as amendments by the 1967 session.

SEC. 11. In the formulation of a master plan of higher education and in the discharge of its duties under this Act, the Board shall give consideration to the problems and attitudes of junior colleges, private colleges and universities, and of other educational groups, instrumentalities and institutions, and to specialized areas of education, as they relate to the overall policies and problems of higher education.

SEC. 12. The Board may examine the books, records and files of any public institution of higher education, and of any office of state government, as to matters germane to its responsibilities hereunder, subject only to laws or regulations pertaining to the confidential nature of information or data. The officers and employees of all public institutions of higher education, and of state agencies of government, shall afford the Board, its members, and authorized agents and representatives, access to all such books, records and files, and furnish to them such information as they have relating to the Board's functions and responsibilities. The Board may hold hearings at such places as it deems desirable.

Approved August 22, 1961.

[illegible]

(Printed by Authority of the State of Illinois)

UNIVERSITY OF CALIF.
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APR 15 1968

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ILLINOIS
PUBLIC JUNIOR COLLEGE ACT

Illinois Revised Statutes, 1967
Chapter 122, Sections 101-1 to 108-4

Reprinted from
Illinois Revised Statutes, 1967

JC 680 151

UNIVERSITY OF CALIF.
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APR 15 1968

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[illegible]

Sec.
[illegible] Short title.
[illegible] Definitions.

[illegible]

101—2. Definitions.] § 1-2. The following terms have the meanings respectively prescribed for them except as the context otherwise requires:

(a) "Board of Higher Education": The Board of Higher Education created by "An Act creating a Board of Higher Education, defining its powers and duties, making an appropriation therefor, and repealing an Act herein named", approved August 22, 1961, as amended[1];

(b) "State Board": Illinois Junior College Board created by Article II of this Act.

(c) "Class I Junior Colleges": Public junior colleges existing in junior college districts organized under this Act or public junior colleges existing in districts accepted as Class I junior college districts under this Act which districts have a population of not less than 30,000 inhabitants or at least 2 counties or that portion of 2 counties not included in a Class I junior college district and an assessed valuation of not less than $75,000,000 and which districts levy a tax for junior college purposes.

(d) "Class II Junior Colleges": All public junior colleges not meeting the criteria for Class I junior colleges and those not having a separate tax rate for junior college purposes.

(e) "Class I Junior College Districts": Districts authorized to maintain Class I junior colleges.

(f) "Class II Junior College Districts": Districts authorized to maintain Class II junior colleges.

(g) "Comprehensive junior college program": A program offered by a junior college which includes (1) courses in liberal arts and sciences and general education; (2) adult education courses; and (3) courses in occupational, semi-technical or technical fields leading directly to employment. At least 15% of all courses taught must be in fields leading directly to employment, one-half of which courses to be in fields other than business education.

(h) "Common Schools": Schools in districts operating grades 1 through 8, 1 through 12 or 9 through 12.

(i) "Board": The board of a junior college district, whether elected as provided in Section 3-7[2] appointed as provided in Section 7-2[3] or established as provided in Section 3-1, 3-2 or 3-13.[4]

(j) "The election for the establishment": An election to establish a Class I junior college district under Article III, an election for the board under Section 3-10, or an election to establish a junior college district prior to July 15, 1965, which district has become a Class I junior college district under Section 3-10. As amended by act approved July 7, 1967. L.1967, p. —, H.B.No. 1305.

[1] Chapter 144, § 181 et seq.

[2] Chapter 122, § 103-7.

[3] Chapter 122, § 107-2.

[4] Chapter 122, §§ 103-1, 103-2, 103-13.

ARTICLE II. ILLINOIS JUNIOR COLLEGE BOARD—POWERS AND DUTIES

Sec.
102—1. State board—creation—composition—appointments—terms—vacancies.
102—2. Qualification of members.
102—3. Meetings—quorum.
102—4. Rules and regulations.
102—5. Compensation and expenses of members.
102—6. Executive officer and employees.
102—7. Advisory committees.
102—8. Oaths of office.
102—9. Executive secretary—duties.
102—10. Studies by State Board—reports to legislature.
Sec.
102—11. Development of articulation procedures.
102—12. Powers and duties of state board.
102—13. Organization as class I junior college district—acceptance by state board—standards.
102—14. Application to become class I junior college district—study and acceptance by state board.
102—15. Recognition of junior colleges—application—criteria—grant of recognition.
102—16. Recognized class I junior college districts—reimbursement by state.
102—17. Recognized class II junior college districts—reimbursement by state.
102—18. Repealed.

102—1. State board—Creation—Composition—Appointments—Terms—Vacancies.] § 2-1. There is created the Illinois Junior College Board hereinafter referred to as the "State Board". The State Board shall consist of 9 members as follows: the Superintendent of Public Instruction as an ex-officio voting member and 8 members to be appointed by the Governor by and with the advice and consent of the Senate. Within 30 days after the effective date of this Act, the Governor shall appoint the initial members of the State Board to hold office dating from July 1, 1965, as follows: Two for 2 years, 3 for 4 years, and 3 for 6 years. The Governor shall designate the term of office for each member in his appointment. After the expiration of the terms of the office of the members first appointed to said State Board, their respective successors shall hold office for a term of 6 years and until their successors are qualified and seated. In the event of vacancies on the State Board occurring during a recess of the Senate, the Governor shall have the power to make temporary appointments until the next meeting of the Senate, when the vacancy shall be filled by nomination to be confirmed by the Senate. If the Senate is not in session at the time this Act takes effect, the Governor shall make temporary appointments as in the case of a vacancy.

102—2. Qualification of members.] § 2-2. The members of the State Board shall be citizens and residents of the State of Illinois and shall be selected as far as may be practicable on the basis of their knowledge of, or interest and experience in, problems of junior colleges. No member of the State Board shall be engaged in any public employment for which he shall receive a regular salary from public funds or be actively engaged in education as a profession or hold current membership on a school board or board of trustees of a public or non-public college, university or technical institute.

102—3. Meetings—Quorum.] § 2-3. The State Board shall meet on the second Monday after its appointment in the office of the Board of Higher Education in Springfield, Illinois. The chairman of the State Board shall be selected by the Governor to serve until another selection is made by the Governor. The State Board at its first meeting shall select from its members a vice-chairman who shall hold office until July 1, following such selection and until his successor is chosen, and thereafter at a regular meeting in the second quarter of each year, the vice-chairman shall be selected for an annual term beginning July 1 next. The principal office of the State Board shall be located in Springfield, Illinois. The State Board shall meet at the seat of government at such times as may be determined by the State Board. Special meetings of the State Board may be called by the chairman, or in the event he is unable to act, by the vice-chairman, or upon written notice signed by at least 3 members of the State Board. Notice of the time, purpose and place of any special meeting shall be given to each member in writing at least 3 days before the date fixed for such meeting. A majority of the members of the State Board shall constitute a quorum at all meetings, but the approval of a new unit of instruction, research, or a public service for a junior college shall require the concurrence of a majority of all members of the State Board.

The term "new unit of instruction, research or public service" includes the establishment of a college, school, division, institute, department or other unit including majors and curricula in any field of instruction, research, or public service not theretofore included in the program of the junior college, and includes the establishment of any new branch or campus of the institution. The term shall not include reasonable and moderate extensions of existing curricula, research, or public service programs which have a direct relationship to existing programs; and the State Board may, under its rule making power define the character of such reasonable and moderate extensions.

102—4. Rules and regulations.] § 2–4. The State Board shall have the power to make and provide rules and regulations not inconsistent with the provisions of this Act for the proper administration of this Act. Such rules and regulations and changes therein shall be filed and shall become effective as provided by "An Act concerning administrative rules," approved June 14, 1951.*

* Chapter 127, §§ 263-268.

102—5. Compensation and expenses of members.] § 2–5. The members of the State Board shall serve without compensation but they shall be reimbursed for their actual and necessary expenses while engaged in the performance of their duties.

102—6. Executive officer and employees.] § 2–6. In accordance with the provisions of "An Act to create the university civil service system of Illinois and to define its powers and duties," approved May 11, 1905, as heretofore or hereafter amended,* the Board shall employ and fix the compensation of an executive officer and such employees as it deems necessary for the purposes of this Act.

* Chapter 24½, § 38b1 et seq.

102—7. Advisory committees.] § 2–7. The Board may appoint advisory committees, the members of which shall serve without compensation but shall be reimbursed for actual and necessary expenses incurred in the administration of the Act.

102—8. Oaths of office.] § 2–8. Before entering upon the duties each member of the State Board shall take and subscribe an oath as required by Sec. 25, Article V, Constitution of Illinois, and file the same in the office of the Secretary of State.

102—9. Executive secretary—Duties.] § 2–9. The Executive Secretary of the State Board shall have charge of all the records of the State Board and keep the same secure at all times. He shall keep a full and complete record of the attendance of members of the State Board and full and complete minutes of meetings thereof.

102—10. Studies by state board—Reports to legislature.] § 2–10. The State Board shall make a thorough, comprehensive and continuous study of the status of junior college education, its problems, needs for improvement, and projected developments and shall make a biennial report thereof to the General Assembly not later than March 1 of each odd-numbered year and shall submit recommendations for such legislation as it deems necessary.

102—11. Development of articulation procedures.] § 2–11. The State Board in cooperation with the four-year colleges is empowered to develop articulation procedures to the end that maximum freedom of transfer among junior colleges and between junior colleges and degree-granting institutions be available, and consistent with minimum admission policies established by the Board of Higher Education.

102—12. Powers and duties of state board.] § 2–12. The State Board shall have the power and it shall be its duty:

(a) To provide statewide planning for junior colleges as institutions of higher education and coordinate the programs, services and activities of all junior colleges in the State so as to encourage and establish a system of locally initiated and administered comprehensive junior colleges.

(b) To organize and conduct feasibility surveys for new junior colleges or for the inclusion of existing institutions as Class I junior colleges and the locating of new institutions.

(c) To cooperate with the junior colleges in continuing studies of student characteristics, admission standards, grading policies, performance of transfer students, qualification and certification of facilities and any other problem of junior college education.

(d) To enter into contracts with other governmental agencies; to accept federal funds and to plan with other state agencies when appropriate for the allocation of such federal funds for instructional programs and student services including such funds for vocational and technical education and retraining as may be allocated by state and federal agencies for the aid of junior colleges.

(e) To determine efficient and adequate standards for junior colleges for the physical plant, heating, lighting, ventilation, sanitation, safety, equipment and supplies, instruction and teaching, curriculum, library, operation, maintenance, administration and supervision, and to grant recognition certificates to junior colleges meeting such standards.

(f) To determine the standards for establishment of junior colleges and the proper location of the site in relation to existing institutions of higher education offering academic, occupational and technical training curricula, possible enrollment, assessed valuation, industrial, business, agricultural, and other conditions reflecting educational needs in the area to be served. However, no junior college may be considered as being recognized nor may the establishment of any junior college be authorized in any district which shall be deemed inadequate for the maintenance, in accordance with the desirable standards thus determined, of a junior college offering the basic subjects of general education and suitable vocational and semiprofessional and technical curricula.

102—13. Organization as class I junior college district—Acceptance by state board—Standards.] § 2–13. The territory of any district which operates a public junior college may be organized as a Class I junior college district upon proper application and acceptance by the State Board and the Board of Higher Education. To be accepted as a Class I junior college district, such junior college district must meet the standards set for the creation of Class I junior college districts and offer a comprehensive junior college program.

102—14. Application to become class I junior college district—Study and acceptance by state board.] § 2–14. Upon receipt of the application of a Class II junior college district to become a Class I junior college district, a study shall be made as provided for in the case of the establishment of a Class I junior college district and if, in the State Board's judgment, the junior college meets the standards as set forth herein and has the prerequisites as required for the formation of a Class I junior college district and it has been approved by the Board of Higher Education, such junior college making application shall, subject to the provisions of Section 4—10 of this Act,[1] be accepted as fully as though it had been established under the provisions of this Act for the creation of Class I junior college districts.

[1] Section 104—10 of this chapter.

102—15. Recognition of junior colleges—Application—Criteria—Grant of recognition.] § 2-15. The State Board shall grant recognition to junior colleges which maintain equipment, courses of study, standards of scholarship and other requirements set by the State Board. Application for recognition shall be made to the State Board. The State Board shall set the criteria by which the junior colleges shall be judged and through the executive officer of the State Board shall arrange for an official evaluation of the junior college and shall grant recognition of such junior colleges as may meet the required standards.

102—16. Recognized class I junior college districts—Reimbursement by state.] § 2-16. Any Class I junior college district which maintains a junior college recognized by the State Board is entitled to claim an apportionment of $11.50 for each semester hour or equivalent in a course carried by a student through each mid-term by each student in attendance who is a resident of Illinois.

Reimbursement under this Section shall include courses regularly accepted for graduation or certification upon approval of the State Board, except those courses for which the district receives 50% or more of federal financing.

Each junior college district entitled to a claim for apportionment must submit its claim to the State Board not later than 30 days following the mid-term of each semester, quarter or term upon blanks prepared and furnished by the State Board. The State Board shall prepare and certify to the Auditor of Public Accounts the report of claims for Class I junior college apportionment and vouchers setting forth the money due each such district within 45 days from the receipt of such claims. The Auditor shall cause his warrants to be drawn for the respective amounts due, payable to each Class I junior college district, within 15 days following the receipt of such vouchers. If the amount appropriated for this purpose is less than the amount required under this Act, the apportionment for each district shall be proportionately reduced. As amended by act approved July 7, 1967. L.1967, p. —, H.B.No.1235.

102—17. Recognized class II junior college districts—Reimbursement by state.] § 2-17. Any district which maintains a Class II junior college recognized by the State Board is entitled to claim an apportionment of $5.50 for each semester hour or equivalent in a course carried by a student through each mid-term by each student in attendance who is a resident of Illinois.

Reimbursement under this Section shall include courses regularly accepted for graduation or certification upon approval of the State Board, except those courses for which the district receives 50% or more of federal financing.

Each district entitled to a claim for apportionment must submit its claim to the State Board not later than 30 days following the mid-term of each semester, quarter or term upon blanks prepared and furnished by the State Board. The State Board shall prepare and certify to the Auditor of Public Accounts the report of claims for Class II junior college apportionment and vouchers setting forth the money due each such district within 45 days from the receipt of such claims. The Auditor shall cause his warrants to be drawn for the respective amounts due, payable to each district, within 15 days following the receipt of such vouchers. If the amount appropriated for this purpose is less than the amount required under this Act, the apportionment for each district shall be proportionately reduced. As amended by act approved July 7, 1967. L.1967, p. —, H.B.No.1235.

102—18. § 2-18. Repealed by act approved July 7, 1967. L.1967, p. —, H.B.No.1235.

ARTICLE III. [CLASS I JUNIOR COLLEGE DISTRICTS—ORGANIZATION—POWERS AND DUTIES]

Sec.
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103—3. Organization of class I junior college districts—Petition.] § 3-3. Any contiguous and compact territory, no part of which is included within any common school district maintaining a junior college or any junior college school district, unless all of such district is included which has an equalized assessed valuation of not less than $75,000,000 and contains either a population of not less than 30,000 persons or at least 3 entire counties or that portion of 3 counties not included in an existing junior college district may be organized into a Class I junior college district within the State System.

A petition signed by at least 500 or more voters residing in the territory described in the petition shall be filed with the State Board. The petition shall:

(1) Request the calling of an election for the purpose of voting for or against the establishment of a Class I junior college district.

(2) Describe the territory comprising the proposed district.

(3) Set forth the maximum tax rates for educational and building purposes. The proposed tax rates shall be authorized at rates which shall not exceed .75 per cent of full, fair cash value, as equalized or assessed by the Department of Revenue, for educational purposes and .1 per cent for building purposes and the purchase of school grounds.

103—3.1 Amendment of petition.] § 3-3.1. Any petition filed under this Act, which bears the signatures of 50 or more persons, may designate a committee of 5 of the petitioners as attorneys in fact for all the petitioners, who may amend the petition to correct errors in the description of the territory included in the petition prior to the public hearing, or if no hearing is required, prior to approval or disapproval of the petition by the State Board. The petition must after amendment comply with the requirements for such a petition under this Act. Added by act approved Aug. 21, 1967. L.1967, p. —, H.B.No.1559.

103—4. Action on petition—Report.] § 3-4. Upon the receipt of such a petition, the State Board shall, in cooperation with the superintendent of schools of the county or counties in which the territory of the proposed district is located, make a study as to needs of the territory of the proposed district and the junior college needs and conditions thereof and the area within and adjacent thereto in relation to existing facilities for general education, including preprofessional curricula and for training in occupational activities, and in relation to a factual survey of the possible enrollment, assessed valuation, industrial, business, agricultural and other conditions reflecting educational needs in the area to be served, in order to determine whether in its judgment the proposed district will adequately maintain a junior college in accordance with such standards. If the State Board finds as the result of its study that it is not possible for the proposed district to provide a desirable program of junior college education at a reasonable cost, it shall provide a brief statement of the reasons for this decision and shall thereupon cause a copy of the statement to be published in a newspaper or newspapers having a general circulation in the territory of the proposed district and no election shall be held or further proceedings had on such petition to establish such a Class I junior college district. If approved, the State Board shall submit its findings to the Board of Higher Education for a determination as to whether or not the proposal is in conformity with a comprehensive junior college program. When the Board of Higher Education approves the request for a new junior college, the State Board shall prepare a report of such action on the petition. The report shall contain a brief statement of the reasons for the decision and a summary stating why the State Board deems it possible for the proposed district to provide a desirable junior college program at the possible cost, the conditions under which such organization would be possible, the estimated results of such operation in terms of total costs, the extent and probable cost of alternative methods of providing adequate junior college educational opportunities for students in the territory involved and such other information as the State Board believes may be helpful to the voters in such territory in voting on the proposition to establish a Class I junior college district.

103—5. Notice and hearing on petition.] § 3-5. If the Board of Higher Education disapproves the request, no election shall be held or further proceedings had on such petition to establish a Class I junior college district. If the Board of Higher Education approves the request to establish a Class I junior college district, the State Board shall cause notice of a hearing on the petition to be given by publishing a notice thereof at least once each week for three successive weeks in at least one newspaper having general circulation within the territory of the proposed district, and if no such newspaper exists, then the publication shall be made in one or more newspapers which together cover the territory with general circulation. The notice shall state when and by whom the petition was presented, the description of the territory of the proposed district, and the day on which the hearing upon the petition and the report of the

[illegible]

[illegible]

[illegible]

[illegible]	
[illegible]	

[illegible]

[illegible]

[illegible]

OFFICIAL BALLOT

[illegible]

FOR [illegible]	
AGAINST [illegible]	

[illegible]

[illegible]

[illegible]

[illegible]

OFFICIAL BALLOT

For members of the junior college board for Junior College District No. .... to serve [illegible] .... County, Illinois, [illegible] .... [illegible]

(Instructions to voters: Vote for seven)

☐ [illegible] (Insert residence) (Insert incorporated or unincorporated)

....

☐ [illegible] (Insert residence) (Insert incorporated or unincorporated)

....

☐ (For Write-In Candidates) (Incorporated or unincorporated)
.... (residence)

....

☐ (For Write-In Candidates) (Incorporated or unincorporated)
.... (residence)

....

On the reverse side of this ballot shall be printed:

OFFICIAL BALLOT

Junior College District No. ....
.... County (or Counties), Illinois
Election Saturday, April .... 19..
(Facsimile Signature)
....
County Superintendent of Schools,
.... County

[illegible]

OFFICIAL BALLOT

For members of the junior college board of Junior College District No. ...... to serve for ...... [illegible] .... member(s) [illegible] representative(s) [illegible] within the district.

(Instructions to voters: Vote for ....)

☐ [illegible] (Insert residence) (Insert incorporated or unincorporated)

....

☐ [illegible] (Insert residence) (Insert incorporated or unincorporated)

....

☐ (For Write-In Candidates) (Incorporated or unincorporated)
.... (residence)

....

☐ (For Write-In Candidates) (Incorporated or unincorporated)
.... (residence)

....

On the reverse side of this ballot shall be printed:

OFFICIAL BALLOT

Junior College District No. ....
.... County (or Counties), Illinois
Election Saturday, April .... 19..
(Facsimile Signature)
....
Secretary, Junior College Board

[illegible]

[illegible]

[illegible]

[illegible]

[illegible]

meeting. As amended by act approved July 7, 1967. L.1967, p. —, H.B.No.[illegible].

Amendment by L.1967, p. —, S.B.No.[illegible], see § 103—8, post.

Other legislative action, 1967 General Assembly: [illegible]

103—8. District board—Organization—Meetings—Notice.] § 3-8. Within 10 days after the election the board shall organize by electing its officers and fixing a time and place for the regular meetings. It shall then enter upon the discharge of its duties.

The county superintendent of schools conducting the election shall convene the newly elected board whereupon the board shall proceed to organize by electing one of its number as president and electing a secretary who may or may not be a member. At such meeting the length of term of each of the members shall be determined by lot so that 2 shall serve for 1 year, 2 for 3 years, and 3 for 5 years from the second Saturday in April following their election. If such election is held on the second Saturday in April, however, these terms shall begin as of the date of that election.

Special meetings of the board may be called by the president or by any 3 members of the board by giving notice thereof in writing stating the time, place and purpose of the meeting. Such notice may be served by mail 48 hours before such meeting or by personal service 24 hours before such meeting. As amended by act approved July 11, 1967. L.1967, p. —, S.B.No.[illegible].

Amendment by L.1967, p. —, H.B.No.[illegible], see § 103—8, ante.

103—9. District board—Quorum—Majority vote.] § 3-9. A majority of full membership of the board shall constitute a quorum. When a vote is taken upon any measure before the board, a quorum being present, a majority of the votes of the members voting on the measure shall determine the outcome thereof.

103—10. Chairman, Vice-chairman, chairman pro tempore and secretary of board.] § 3-10. The chairman shall preside at all meetings and shall perform such duties as are imposed upon him by law or by action of the board. The vice-chairman shall serve in the chairman's absence. If the chairman and vice-chairman are absent from any meeting or refuse to perform their duties, a chairman pro tempore shall be appointed by the board from among their number.

The secretary shall perform the duties usually pertaining to his office. If he is absent from any meeting or refuses to perform his duties, a member of the board shall be appointed secretary pro tempore. As amended by act approved July 7, 1967. L.1967, p. —, H.B.No.[illegible].

103—11. District board—Body politic—Procedural capacity—Number.] § 3-11. The board of each Class I junior college district is a body politic and corporate by the name of "Board of Junior College District No. .... County (or Counties) of .... and State of Illinois" and by that name may sue and be sued in all courts and places where judicial proceedings are had. The State Board shall issue a number to each Class I junior college district, which number shall be incorporated in the name of the board of that district. As amended by act approved July 7, 1967. L.1967, p. —, H.B.No.[illegible].

103—12. Drawing of funds.] § 3-12. Following election and organization of such Board, as soon as may be, the Board may draw upon the fund appropriated to the State Board for grants to new junior college districts an amount equal to the product of $200 multiplied by the projected full-time equivalent enrollment in the first year of the junior college operation as determined by the State Board, but such amount shall not exceed $100,000.

103—12.1 Grants.] § 3-12.1. Any Class I junior college district to which Article VII¹ applies, and which has not previously received a grant, may receive upon application a grant from the funds appropriated to the State Board in an amount equal to the product of $200 multiplied by the projected full-time equivalent enrollment in the first year of the junior college operation as determined by the State Board or of $100,000, whichever is less. Added by act approved Aug. 21, 1967. L.1967, p. —, H.B.No.[illegible].

¹ Chapter 122, § 107—1 et seq.

103—13. Effective date of organization of district—Existing junior college.] § 3-13. The forming of any territory into a Class I junior college district shall become effective upon the date of organization of the Class I junior college board. Provided, that an existing junior college located within the territory shall continue operation under its board and the tax levying authority shall likewise continue until such time as the Class I junior college district begins the operation of its program of studies and thereafter any existing junior college board in the territory shall cease to operate the junior college and the Class I junior college district shall succeed to all assets, receivables and liabilities of the Class II junior college district at the time the Class I junior college board is ready to begin the operation of its program of studies as provided in Sec. 4-10 of this Act.

103—14. Election to increase tax rates—Levy of taxes for building purposes and purchase of sites.] § 3-14. Subject to the limits imposed by this Article, the rates for any Class I junior college district may be increased at a regular or special election held after the establishment of that district. At any single election the board of the Class I junior college district may cause a proposition for an increase of the authorized annual levy for educational purposes not to exceed .125% and for building purposes and the purchase of school grounds not to exceed .05%.

A Class I junior college board may within the limits set forth in Sec. 3-1 of this Act¹ and in the manner provided in this Article levy a maximum annual tax upon all the taxable property of the district upon full, fair cash value, as equalized or assessed by the Department of Revenue. Within the limits herein provided, the Class I junior college board may annually levy the tax for building purposes and the purchase of sites so that funds may accumulate to not more than 5% of the equalized assessed valuation of the district. No such accumulation may be transferred or used for any other purpose. As amended by act approved July 7, 1967. L.1967, p. —, H.B.No.[illegible].

¹ Chapter 122, § 103—1.

103—15. Map of district—Filing.] § 3-15. Within 30 days after a Class I junior college district has been established, the County Superintendent of Schools who conducted the election for the establishment of the district shall make and file with the State Board and the county clerk of the county or counties concerned a map showing the territory of the Class I junior college district.

103—16. Academic term.] § 3-16. The academic term of Class I junior college districts shall be determined by the Class I junior college board with the consent of the State Board. However, days within said term designated for the purpose of enrollment, testing, orientation or examination of students and all days on which scheduled classes are held shall be considered as days of student attendance. Classes may be held on Saturdays, notwithstanding any other provisions of this Act.

103—17. Admission of students.] § 3-17. The Class I junior college districts shall admit all students qualified to complete any one of their programs including general education, transfer, occupational, technical, and terminal, as long as space for effective instruction is available. After entry, the college shall counsel and distribute the students among its programs according to their interests and abilities. Students allowed entry in college transfer programs must have ability and competence similar to that possessed by students admitted to state universities for similar programs. Entry level competence to such college transfer programs may be achieved through successful completion of other preparatory courses offered by the college. If space is not available for all students applying, the Class I junior college will accept those best qualified, using rank in class and ability and achievement tests as guides, and shall give preference to students residing in the district.

103—18. Treasurer of board—Appointment—Qualifications—Compensation.] § 3-18. Class I junior college boards shall appoint a treasurer to serve at the pleasure of the board. The treasurer may not be a member of the Class I junior college board. The board of the Class I junior college district shall fix the compensation of the treasurer. As amended by act approved *July [illegible], 1967.* L. 1967, p. —, H.B.No.[illegible].

103—19. Treasurer of board—Bond.] § 3-19. Before entering upon his duties, each treasurer shall execute a bond with 2 or more individuals who are not members of the board of the district, or with a surety company authorized to do business in this State, as sureties, payable to the board of the Class I junior college district for which he is treasurer and conditioned upon the faithful discharge of his duties. The penalty of the bond shall be at least twice the amount of all bonds, notes, mortgages, moneys and effects of which he is to have the custody, if individuals act as sureties, or in the amount only of such bonds, notes, mortgages, moneys and effects if the surety given is by a surety company authorized to do business in this State, and shall be increased or decreased from time to time, as the increase or decrease of the amount of notes, bonds, mortgages, moneys and effects may require, and whenever in the judgment of the State board the penalty of the bond should be increased or decreased. The bond must be approved by at least a majority of the board of the Class I junior college district and filed with the State Board. A copy of the bond must also be filed with the county clerk of each county in which any part of the junior college district is situated. The bond shall be in substantially the following form:

STATE OF ILLINOIS }
.... COUNTY } ss.

Know All Men by These Presents: That we, ... and .... are held and firmly bound, jointly and severally, unto the Board of Junior College District No. .... County (or Counties) of .... and State of Illinois in the penal sum of .... dollars, for the payment of which we bind ourselves, our heirs, executors and administrators firmly by these presents.

In witness whereof we have hereunto set our hands and seals this .... day of .... 19.... The condition of this obligation is such that if ...., treasurer to the district aforesaid, faithfully discharges the duties of his office, according to law, and shall deliver to his successor in office, after that successor has qualified by giving bond as provided by law, all moneys, books, papers, securities and property, which shall come into his hands or control, as such treasurer, from the date of the bond up to the time that his successor has qualified as treasurer, by giving such bond as is required by law, then this obligation to be void; otherwise to remain in full force and virtue.

Signed:
....
....
....

Approved and accepted by Board of Junior College District No. .... County (or Counties) of .... and State of Illinois.
By .... President .... Secretary

No part of any State or other district funds shall be paid to any treasurer or other person authorized to receive it unless the treasurer has filed his bond as required herein. As amended by act approved Feb. [illegible], 1967. L.1967, p. —, H.B.No.[illegible]. Effective Feb. [illegible], 1967.

103—19.1 Unpaid warrants for wages—Endorsement—Interest rate—Notice.] § 3-19.1. When any warrant issued for the wages of an educational employee is presented to the treasurer and is not paid for want of funds, the treasurer shall endorse it over his signature, "not paid for want of funds", with the date of presentation, and shall make and keep a record of that endorsement. The warrant shall thereafter bear interest at the rate of [illegible]% per annum, until the treasurer notifies the president of the board in writing that he has funds to pay it. The treasurer shall make and keep a record of that notice and hold the funds necessary to pay the warrant until it is presented. The warrant shall draw no interest after notice is given to the president of the board. Added by act approved *July [illegible], 1967.* L.1967, p. —, H.B.No.[illegible].

103—20. Budget—Levying of money—Tax anticipation warrants.] § 3-20. The Class I junior college board, except a board to which Article VII applies, shall prepare and adopt a budget in the manner provided in Article 17 of the School Code.*

The amount of money to be raised by taxes for the Class I junior college district, except a district to which Article VII applies, shall be levied, assessed, certified, and collected in the manner provided in Article 17 of the School Code and tax anticipation warrants may be issued in the manner provided in Section 17—16 of the School Code.* As

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trict. Within 30 days after the election the county superintendent or superintendents of schools shall make and file with the State Board and the county clerk of the county or counties concerned a map or maps showing the amended boundaries of the Class I junior college district or districts. Added by act approved Aug. 21, 1967. L.1967, p. —, H.B.No. [illegible].

[1] Chapter 122, §§ 106—5, 106—5.3, 106—5.4.
[2] Chapter 122, § 9—1 et seq.

106—5.3 Territory included in one class I district—Disconnection and annexation to another class I district.] § 6—5.3. Any part of the territory included in one Class I junior college district which is on the border of that district and the disconnection of which will not destroy the contiguity of that district may be disconnected from that district and annexed to another Class I junior college district to which that territory is contiguous if (1) that disconnection and annexation will make junior college educational opportunities more readily available to the residents of that territory and (2) the disconnection from the Class I junior college district of which the territory is presently a part will not reduce the population and equalized assessed valuation of the remainder of that district below that required for original organization.

Subject to those conditions, a petition signed by ⅔ of the resident voters of the territory may be filed with the county superintendent of schools who conducted the election for the establishment of the Class I junior college district of which the territory is a part. The petition must contain a description of the territory to be disconnected and annexed and must petition for the disconnection thereof from one designated Class I junior college district and for the annexation thereof to another designated Class I junior college district. Upon the filing of such a petition the county superintendent of schools shall submit the petition to the State Board for review.

Subject to those conditions, a petition signed by ⅒ or 500, whichever is less, of the resident voters of the territory may be filed with the county superintendent of schools who conducted the election for the establishment of the Class I junior college district of which the territory is a part. The petition must contain a description of the territory to be disconnected and annexed and request that an election be called in the territory described therein for the purpose of voting on the proposition whether that territory shall be disconnected from one designated Class I junior college district and annexed to another designated Class I junior college district. Upon the filing of such a petition, the county superintendent of schools shall submit the petition to the State Board for review. Added by act approved Aug. 21, 1967. L.1967, p. —, H.B.No. [illegible].

106—5.4 Disconnection of territory from class I district—Conditions—Procedure.] § 6—5.4. Any part of the territory included in a Class I junior college district which is on the border of that district and the disconnection of which will not destroy the contiguity of the district may be disconnected from that district if such disconnection will not reduce the population and equalized assessed valuation of the remainder of the district below that required for original organization. If such disconnection is petitioned for within one year after the Class I junior college district is organized, the territory must also have an equalized assessed valuation of $1,000,000 or more.

Subject to those conditions, a petition signed by ⅔ of the resident voters of the territory may be filed with the county superintendent of schools who conducted the election for the establishment of the Class I junior college district of which the territory is a part. The petition must contain a description of the territory to be disconnected and must petition for the disconnection thereof from the designated Class I junior college district. Upon the filing of such a petition the county superintendent of schools shall submit the petition to the State Board for review.

Subject to these conditions, a petition signed by ⅔ of the resident voters of the territory may be filed with the county superintendent of schools who conducted the election for the establishment of the Class I junior college district of which the territory is a part. The petition must contain a description of the territory to be disconnected and request that an election be called in the territory described therein for the purpose of voting on the proposition whether that territory shall be disconnected from the designated Class I junior college district. Upon the filing of such a petition, the county superintendent of schools shall submit the petition to the State Board for review.

Notwithstanding the conditions contained in the first paragraph of this section, if any territory in an existing Class I junior college district is not contiguous with the major portion of the territory constituting that district, such non-contiguous territory shall be disconnected from that district upon the filing of a petition signed by ⅔ of the members of the board of that Class I junior college district with the county superintendent of schools having conducted the election for the establishment of that Class I junior college district, provided, however, that such disconnection will not reduce the population and equalized assessed valuation of the remainder of that Class I junior college district below that required for original organization. Upon the filing of such petition, the county superintendent of schools shall submit the petition to the State Board for review.

Notwithstanding the conditions contained in the first paragraph of this section, if a Class I junior college district includes a portion of the territory within a pre-existing junior college district, then such territory which is included in both districts shall be disconnected from the more recently established district upon the filing of a petition signed by ⅔ of the members of the board of either district with the county superintendent of schools having conducted the election for the establishment of the more recently established junior college district, provided, however, that such disconnection will not reduce the population and equalized assessed valuation of the remainder of that Class I junior college district below that required for original organization. Upon the filing of such petition the county superintendent of schools shall submit the petition to the State Board for review. Added by act approved Aug. 21, 1967. L.1967, p. —, H.B.No.1226.

106—5.5 Effective date of annexation and disconnection—Bonded indebtedness.] § 6-5.5. Any annexation, disconnection and annexation, or disconnection accomplished under this Article takes effect on July 1st following the entry of the order by the county superintendent of schools or following the election, as the case may be. Any territory which is disconnected from a Class I junior college district remains subject to taxation to pay its proportionate share of the bonded indebtedness of that Class I junior college district outstanding on the date the disconnection takes effect but no other part of the district to which that territory is annexed is subject to taxation on that bonded indebtedness of the district from which that territory was disconnected. Added by act approved Aug. 21, 1967. L.1967, p. —, H.B.No.1226.

106—5.6 Surrounded territory—Annexation.] § 6-5.6. If a separate junior college district was established prior to July 15, 1965, which district has subsequently become a Class I junior college district, and the territory of that district was initially described or increased by annexation prior to July 15, 1965, so as to surround territory which is not in that or any other Class I junior college district, such territory surrounded prior to July 15, 1965, may be annexed to that Class I junior college district upon the filing of a petition signed by ⅔ of the members of the board of the Class I junior college district with the county superintendent of schools having conducted the election for the establishment of that Class I junior college district. Territory is surrounded for this purpose if the Class I junior college district borders it on all sides except for any side that is one of the boundaries of this State. The petition must contain a description of the surrounded territory to be annexed and petition for the annexation thereof to the Class I junior college district designated therein. Upon the filing of such a petition, the county superintendent of schools shall submit the petition to the State Board for review. Added by act approved July 11, 1967. L.1967, p. —, S.B.No. 1218.

106—5.7 Surrounded territory—Annexation.] § 6-5.7. If any Class I junior college district is established so that it surrounds the territory of a common school district which is not in that or any other Class I junior college district, the territory of that common school district may be annexed to the surrounding Class I junior college district upon the filing of a petition signed by ⅔ of the members of the board of that common school district with the county superintendent of schools having conducted the election for the establishment of that Class I junior college district. The territory of a common school district is surrounded for this purpose if the Class I junior college district, as established, borders it on all sides except for any side that is one of the boundaries of this State. The petition must contain a description of the territory of the common school district to be annexed and petition for the annexation thereof to the Class I junior college district designated therein. Upon the filing of such a petition, the county superintendent of schools shall submit the petition to the State Board for review. Added by act approved Aug. 21, 1967. L.1967, p. —, H.B.No. 1226.

106—5.8 Action upon annexation petitions.] § 6-5.8. Upon the receipt from a county superintendent of schools of a petition filed with him under Section 6-5.6 or 6-5.7[1] and signed by ⅔ of the members of a Class I junior college board or common school district board, the State Board shall review the petition. If the State Board disapproves the petition no further action shall be taken. If the State Board approves the petition it shall cause to be published in one or more newspapers having a general circulation in the territory described in the petition a notice stating that a petition has been filed for the annexation of certain described territory to the designated Class I junior college district and that any persons wishing to have that annexation brought to an election must file a petition with the State Board, within 30 days of the publication of the notice, signed by 10% of the resident voters of that territory requesting that an election be held in the described territory. If no such petition is so filed the State Board shall

[illegible]

106—8 to 106—9. [illegible] Repealed by act approved [illegible]

106—10. Application of sections 106—8 through 106—9. [illegible]

106—11. References to school code. [illegible]

106—12. Tax rates—limitations. [illegible]

ARTICLE VII. CLASS I JUNIOR COLLEGE DISTRICTS—POWERS AND DUTIES OF BOARD

Sec.
107—1. Application of article.
107—2. Composition, tenure and eligibility of board members.
107—3. Organization of board and election of officers.
107—4. Exercise of board's powers.
107—5. Fiscal year.
107—6. Report of chief administrative officer.
107—7. Revised report of chief administrative officer.
107—8. Budget—adoption—appropriation.
107—9. Budget—requisites—estimates.
107—10. Budget — specifications — appropriations.
107—11. [illegible]
107—12. [illegible]
107—13. [illegible]
107—14. [illegible]
107—15. [illegible]
107—16. [illegible]
107—17. [illegible]
107—18. [illegible]
107—19. [illegible]
107—20. [illegible]
107—21. [illegible]
107—22. [illegible]
107—23. [illegible]
107—24. [illegible]
107—25. [illegible]

107—1. Application of article. [illegible]

107—2. Composition, tenure and eligibility of board members. [illegible]

107—3. Organization of board and election of officers. [illegible]

[illegible]

[illegible] Revised report of chief administrative officer. § [illegible] Within the first [illegible] days of each fiscal year the chief administrative officer of the district shall submit to the board a revised report on all matters specified in Section [illegible] upon the

[illegible] other types of revenue, which are to be applicable to [illegible] during that year.

The estimate of taxes to be levied during the fiscal year for education and building purposes may include a sum equivalent to the product of the value of the taxable property in the district, as ascertained by the last assessment for State and county taxes previous to the passage of the budget,

[illegible]

107—10. Budget — Specifications — Appropriations.] § 7-10. [illegible]

The budget shall include appropriations for:

1. all estimated current [illegible] expenditures, or charges to be made or incurred during that fiscal year, [illegible];
2. all final judgments, including accrued interest, [illegible] against the board and unpaid at the beginning of that fiscal year;
3. [illegible];
4. all other estimated liabilities, including the principal of all tax anticipation warrants [illegible] at the beginning of that fiscal year; and
5. an amount [illegible] to cover the loss and cost of collecting taxes levied for that fiscal year and also deferred collections thereof and abatements in the amounts of those taxes as extended upon the collectors' books. Added by act approved Feb. 16, 1967, L.1967, p. —, H.B.No.[illegible]. Effective Feb. 16, 1967.

107—11. Budget—Preparation in tentative form—Hearings.] § 7-11. The budget shall be prepared in tentative form by the board and in that form shall be made available to public inspection for at least [illegible] days prior to final action thereon, by having at least [illegible] copies thereof on file in the office of the secretary of the board. Not less than one week after those copies are placed on file and prior to final action thereon, the board shall hold at least one public hearing thereon, of which notice shall be given by publication in a newspaper published and having general circulation in the district at least one week prior to the time of the hearing. The board shall arrange for and hold the public hearing or hearings. Added by act approved Feb. 16, 1967, L.1967, p. —, H.B.No.[illegible]. Effective Feb. 16, 1967.

107—12. Budget—Revision—Adoption.] § 7-12. Subsequent to the public hearing provided for in Section 7-11 and before final action on the [illegible]

[illegible] from State appropriations, from federal funds and from any increase in the authorized tax rates over and above the amount of revenue which the board, at the time of the adoption of the annual budget for that year, estimated would be received from those sources. This Section does not prevent the board from providing for and carrying on its activities from its funds any charge imposed by law without the action of the board. Added by act approved Feb. 16, 1967, L.1967, p. —, H.B.No.[illegible]. Effective Feb. 16, 1967.

107—14. Expenditures in excess of appropriations—Prohibition—Exceptions.] § 7-14. No contract may be made or expense or liability incurred by the board, or any member or committee of the board, or by any person for or in its behalf, notwithstanding the expenditure may have been ex-

[illegible]

[illegible] [illegible]

[illegible]

[illegible] [illegible]

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